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Relief for Unemployed Transients

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON MANUFACTURES UNITED STATES SENATE

SEVENTY-SECOND CONGRESS

SECOND SESSION

ON

S. 5121

A BILL TO AMEND TITLE I OF THE EMERGENCY RELIEF AND CONSTRUCTION ACT OF 1932, APPROVED JULY 21, 1932 (47 STAT. L. 709), BY AUTHORIZING COOPERATION BY THE FEDERAL GOVERNMENT WITH THE SEVERAL STATES AND TERRITORIES IN RELIEVING DISTRESS AMONG UNEMPLOYED NEEDY TRANSIENTS

JANUARY 13 TO 25, 1933

Printed for the use of the Committee on Manufactures

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CONTENTS

Statement of—	Page
Abbott, Grace	23
Anderson, Nels	63
Black, S. Rexford	2
Chapman, Elliot	110
Decker, Gilbert S	148
Evans, William H	58
Ford, Margaret	60
Fynn, J. Arthur	144
Glassford, Pelham D	125
Holland, George K	170
Judge, Marie C	57
Lovejoy, William R	77
Marks, Eric H	165
McCall, Bertha	50
McMillen, A. W	38
Mitchell, R. S	35
Murphy, J. Prentice	83
Reeves, Margaret	121
Robinson, Paul V	157
Smith, Robert S	115
Stewart, Mary	150
Uhl, Kenneth	117
Worthington, E. L	104
Wysor, Dorothy	71
Communications and reports:	
Baird, Mayme	176
Brady, George D	184
California State Labor Camps	8
Hoehler, Fred K	182
Peterson, Florence	184
Strode, J. W	181
Watson, Max	181
Digest of letters received from mayors	186

RELIEF FOR UNEMPLOYED TRANSIENTS

FRIDAY, JANUARY 13, 1933

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON MANUFACTURES,
Washington, D. C.

The subcommittee met, pursuant to call of the chairman, at 3.30 o'clock p. m., in the room of the committee on the District of Columbia, Capitol Building.

Present: Senator La Follette (chairman) and Senator Cutting.

The committee had under consideration the bill (S. 5121), to amend Title I of the emergency relief and construction act of 1932, approved July 21, 1932 (47 Stat. L. 709), by authorizing cooperation by the Federal Government with the several States and Territories in relieving distress among unemployed needy transients, as follows:

A BILL To amend Title I of the emergency relief and construction act of 1932, approved July 21, 1932 (47 Stat. L. 709), by authorizing cooperation by the Federal Government with the several States and Territories in relieving distress among unemployed needy transients.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That Title I, Relief of Destitution, of the act entitled "An act to relieve destitution, to broaden the lending powers of the Reconstruction Finance Corporation, and to create employment by providing for and expediting a public-works program," approved July 21, 1932, is amended by inserting at the end thereof a new section, as follows:

"SEC. 2. (a) The Reconstruction Finance Corporation is authorized and empowered to make available out of the funds of the corporation the sum of $15,000,000 under the terms and conditions hereinafter set forth, to the States and Territories in which the number of unemployed needy transients is excessive, to be used in furnishing relief and in maintaining work and training programs for individuals who have no legal claim on the State or the local community for such assistance. Such sum of $15,000,000 shall be available for payment to the several States and Territories as hereinafter provided.

"(b) For the purpose of this section a transient is an individual within the borders of a State other than that of his legal residence unaccompanied by the members of his immediate family.

"(c) All amounts paid under the terms of this section shall be outright grants to the States or Territories.

"(d) There is hereby created a Federal Transient Service Board (hereinafter referred to as the board) to consist of five members, to be appointed by the President, by and with the advice and consent of the Senate, who shall have had such experience in public welfare administration, in child welfare, in vocational guidance, or in other fields, as to qualify them for membership on the board.

"The members of the board shall serve for the duration of the present emergency, except that Congress may at any time by law declare the termination of the emergency, whereupon the work of the board shall cease. Each member of the board shall receive compensation in an amount not to exceed $25 per diem for the time devoted to the business of the board. The members shall be paid the necessary traveling and subsistence expenses or per diem allowances in lieu thereof, within the limitations prescribed by law for civilian employees in the executive branch of the Government.

"(e) The board shall be domiciled with the Reconstruction Finance Corporation. It may prescribe such rules and regulations as it may deem necessary to carry out the purposes of this section. It may appoint and fix the compensation

of an executive secretary and such experts, and subject to the provisions of the civil service laws, appoint, and in accordance with the classfication act of 1923, as amended, fix the compensation of such other officers and employees as are necessary to execute the functions vested in the board.

"(f) The per diem compensation and traveling and subsistence expenses of the members of the board, the salaries and expenses of the executive secretary and of other experts, officers, and employees, and such other administrative expenditures as may be necessary to the proper execution of the functions vested in the board shall be deducted from the funds made available by the Reconstruction Finance Corporation as provided by section 2 (a) of this act: *Provided*, That such administrative expenditures shall not exceed 1 per centum of the sum of $15,000,000 authorized under this section.

"(g) Any State or Territory desiring to receive funds under this section shall submit to the board through its established State or Territorial relief agency an application which shall set forth, in the manner prescribed by the board, the extent of the need for service to transients, and a detailed plan for administering relief, and for work and training programs, for transients. In considering such application the board shall determine whether sufficient need has been demonstrated, and whether the plans submitted will, if put into effect, actually relieve distress among transients, assist in their rehabilitation, and tend to decrease rather than to increase the transient problem. If the board finds that need has been demonstrated and approves the plan, it shall certify to the Reconstruction Finance Corporation the sum which it approves for payment to the State or Territory.

"(h) Upon receipt of certification of an application from the board the Reconstruction Finance Corporation shall make available to the State the amount approved for payment by the board.

"(i) As used in this section the term 'Territory' means Alaska, Hawaii, Puerto Rico, and the District of Columbia."

The CHAIRMAN. The subcommittee will come to order. Mr. Black desires to be heard at this time.

STATEMENT OF S. REXFORD BLACK, CHAIRMAN OF THE CALIFORNIA LABOR CAMP COMMITTEE

The CHAIRMAN. Mr. Black, will you please give your full name and address and your present occupation?

Mr. BLACK. S. Rexford Black, chairman of the California Labor Camp Committee.

The CHAIRMAN. Is that an official body?

Mr. BLACK. That is a State committee, appointed to work out plans for providing relief for nonresident transient men in California, appointed a year ago last fall and reappointed and enlarged this year.

The CHAIRMAN. This subcommittee of the Committee on Manufactures has under consideration two bills which propose Federal action to assist in meeting the problem of transient unemployed. One of these bills was introduced by Senator Cutting, and the other, dealing with the transient problem as well as the more general relief problem, was introduced by Senator Costigan and myself. We will be grateful to you for any observations on this problem that you think would be helpful to the committee.

Mr. BLACK. Mr. Chairman, I speak only for California, the State with which I am familiar. Last year, that is 1931, in the fall of that year, actual counts were made at the borders of the State, at the railroad stations and agricultural check stations, and it was found that nonresident jobless, homeless, and penniless men were entering the State at an average of about 1,200 a day. It became a serious problem to the State. The estimate was, I think, as of about December, that approximately 100,000 of that type of men came into the State. Our State law does not permit the State to carry on any charitable work other than through the institutions. The counties by law and the

cities carry on relief of destitution and charitable work. Also, by law no county or city is able to spend any public fund, any tax fund, for the relief of nonresidents; a nonresident being one who has resided in the State for less than one year. The result was that we had 100,000 penniless men in the State and no means of caring for them, except out of individual amounts raised and funds of the community chest. The load of the nonresident man was breaking down our regular relief work for residents. Many cities, including Los Angeles, a year ago could do nothing for the nonresident man; that was left to voluntary missions and similar organizations. San Francisco was able to furnish food and shelter from the community-chest fund for nonresidents a year ago. The influx has continued to mill into the State this year in even greater numbers than last year. This year San Francisco can do nothing for nonresidents even from its community chest.

Within the last year, in order to help the communities, the State developed the labor camp relief program for nonresident men. Under that program the State took from its emergency fund $100,000 with which it augmented the regular appropriations of the legislature for the division of forestry. It was not charity, because men were forced to work six hours a day. In return for those six hours a day they received food, shelter and clothing, tobacco, and hospitalization. Six hours a day included travel time and actual time. At the end of the year, the men were on the job, because of winter conditions, only every other day.

So in summing up the time a man actually worked, it was not more than two hours a day for subsistence and shelter. The cost of that in the forestry camps was 54.9 cents per man per day, which included all the services I have mentioned, with the exception of the cost to the State for supervision, keeping records, and so forth, as I have said, it is not charity, but they are employed the year round.

The CHAIRMAN. How many do you have in the forestry camps?

Mr. BLACK. Twenty-eight hundred in the forestry camps and 600 in the highway camps, but at no time have we been able to take care of the demands to enter the camps that are presented. We always have more applicants for the camps than we can take care of. The camps are saturated with applications, this year the load being greater. The city put up $400,000 to expand the program. It took all the money we had. It took $300,000 from the tax fund for highway construction work. In other words, it took every dime we could lay hands on to meet the requirements, and it was insufficient.

I am here on this trip to ask for $600,000 aid from the Reconstruction Finance Corporation to increase that program. We feel that it is unfair to California to pay back at any time or in any manner money which we are using for nonresident aid. We need $400,000 to pay for expanding the nonresident aid, to save our own money for the residents. We can not take care adequately of our own residents' problem.

It is our feeling that the nonresident transient man is one of the greatest problems we have to contend with in the State. He has no responsibility with respect to family ties or anything that lays him under any obligation to the State. We do not feel that it is a just burden, particularly as respects the Southern and far Western States, in which when these men congregate.

In this report, which I will file with the committee if you desire, we have tables showing the residences of the men. Every State in

the Union was represented in the camps last year, running rather heavily in young men.

The CHAIRMAN. What was the average age?

Mr. BLACK. I would not want to quote that from memory, but it is in the twenties. Perhaps that is too low.

The CHAIRMAN. I will put the question in another way. What percentage would you say the age group of 30 years or below constituted?

Mr. BLACK. I have it in this report. The number under 21 years of age was 655, or 20 per cent of the total. Twenty per cent of the total were under 22 years. In elaboration of that remark, I may say that the boys were not asked to go to camp if the conditions were not such that they were taken care of. Their urge to enter camp was not as great as it was for the adult. The Y. M. C. A. local charities that provide charity make a greater effort to take care of the younger men than the older men, so that the percentage is misleading as to the ages of the men who are traveling.

We operated one camp for boys only, and the rest of the boys were mixed with the older men.

Senator CUTTING. What is your experience with regard to those two methods?

Mr. BLACK. I personally favor mixing boys over 18 with adults. The adult has a greater sense of responsibility. When he entered the camp he found he was better taken care of than in any place in which he had been, and he wanted to stay there. He behaved himself and was satisfied. The younger fellows had never worked, and since the standard was not one that appealed to them some of them stayed only a week or two weeks. But they had shorter hours and the benefit of recreational facilities. It was a very comfortable place; there were baseball games and summer recreations, and they all worked to make it successful.

Senator CUTTING. What do you find out about the character and general type of transients?

Mr. BLACK. We found them just as good as you find a man in the daily walks of life. The men in camp were, for the most part, of the highest types in the ranks of the unemployed. They were recruited through various charitable relief agencies in the cities. Only volunteers were accepted in the camps, but after reaching camp each man was required to work or leave. As a matter of fact, I would say that it is a boys' paradise. Many of them were laborers, but there were also business men and tradesmen. There were many professional men and many high-school and college graduates. In one camp we had 18 college graduates and 33 high-school graduates, which is a very high percentage. We have graduates of some of the largest colleges in the United States. As I say, we have quite a number of small tradesmen and business men who have gone broke. We have had men who held fairly responsible jobs as engineers, occasionally a doctor and dentist. The occupations of the men are listed in this pamphlet which I shall be glad to leave with the committee. We have men who had been bankers and brokers. They listed themselves as clerks and after that they came in to get a job, many of them giving a false name, as a matter of pride.

From the standpoint of the men the program was most successful. One camp opened last December 1 with 112 men, and up to last

Sunday it had lost just one man. In other words, the men are very happy to get into the camps.

The communities near which we located opposed the program a year ago when we first started. Within a short time after our camp was created, we were deluged with requests for more camps. The men are doing constructive work. They are well behaved and have molested no one. They do not leave camp without our permission. Local communities very often come up and put on some entertainments, and the men go to picture shows and to the theaters. No one among them has committed a depredation to property or to individuals.

The CHAIRMAN. What sort of work do they perform?

Mr. BLACK. The men actually work, the majority of them, just as hard as if they were getting five or six dollars a day. We send a few men to make new camps, that is, we send a few men to make a temporary set-up of a camp. We have asked them to work only six hours a day, but they have volunteered to work 10 hours in order to get the camp built so that more men might come in. We have had cooks work as much as 16 hours a day to make the plan a success. We have had truck drivers work almost day and night when there was any breakdown of transportation occasioned by snow, and where it was necessary to make an extra effort, with no quibbling or objection. They wanted more work.

In my experience with these men I find as a whole that they are giving full value to their neighbors. Half the men who entered our camp last year had no underwear; I do not think they had any socks, and the great majority had shoes that were worn through, and all their underclothing was on their backs. They were in a destitute condition.

Senator CUTTING. In what manner are they occupied after the camps are constructed?

Mr. BLACK. The division of forestry engaged them in the construction of a front-line firebreak to prevent the spread of fires. They built bridges in connection with the watershed; and constructed telephone lines needed for fire-control activities. Large numbers of them are in our State parks, cleaning up débris and also doing considerable work alongside the highway, the removal of brush and inflammable material along the road, the construction of fire trails and motor roads for fire trucks, and so forth.

Senator CUTTING. You are connected with the California Forest Protective Association, are you not?

Mr. BLACK. I am manager of that institution, yes. This year, for the first time, we have put in agricultural camps in which men are engaged in eradicating noxious weeds, cleaning out irrigation ditches, and similar work that would not be carried on unless this class of labor were available. In other words, no funds would be expended for that work ordinarily. This is beneficial work to the public.

Senator CUTTING. So far as possible, you attempt no interference with the ordinary labor of the State, do you?

Mr. BLACK. We have in no case interfered with that character of labor.

The CHAIRMAN. What has happened to those who could not get into the camps?

Mr. BLACK. They are forced to shift for themselves.

The CHAIRMAN. They are begging, are they?

Mr. BLACK. Yes.

The CHAIRMAN. As I understand they are not eligible for relief, except from——

Mr. BLACK. Except from private donations. Of those that we have, several thousand men, many are from some other State. The ordinary procedure has been to give a man shelter overnight, dinner, and breakfast, and then he has been moved out of the town by the police and others. The freight trains are loaded down. We have also hitch hiking, the men going to no place in particular.

The CHAIRMAN. Do you find a sharp rise in the morale of the men who do have the privilege of coming into these camps?

Mr. BLACK. I am not so familiar with the morale of those who are in the soup line, as I have spent comparatively little time there. However, a man whom I took out to camp last Sunday said there was a striking difference in the attitude of mind, and that the men were smiling and joking and happy. It was most striking in comparison with the conditions he had observed in flop houses and soup kitchens throughout the Western States.

The CHAIRMAN. If money were available for this work, do you think the present program could be expanded to take care of the entire number of transients in your State?

Mr. BLACK. I find that as the program is expanded the cost per man per day also rises, but there is no reason at all why it can not be expanded effectively in at least some measure. It is for that reason that we have asked Federal aid to increase above the present 15,000, and more would be willing to go in on that basis. Our primary interest is to assist a man who wants to maintain his self-respect. If he is not satisfied and is a "bum" we have no program to take care of him. We can not give police supervision.

Senator CUTTING. I gather from what you say that you feel this is a Federal obligation?

Mr. BLACK. Very much so, sir.

Senator CUTTING. Have you read the bill that I introduced in the Senate on this subject?

Mr. BLACK. Yes, sir.

Senator CUTTING. Would you care to comment on that bill?

Mr. BLACK. I feel that it would be a constructive measure, if something of that kind were passed. We will not be able to do again what we have done in the past year because there will be no State money to do it with. The State is now faced with a $10,000,000 deficit and by next spring unless something extraordinary occurs by way of change in the constitution, we will have a $60,000,000 deficit. There will be no money with which the State can carry on its labor camp program next year.

Senator CUTTING. You know there has been some talk of relieving the transient problem through the Army camps?

Mr. BLACK. Yes, sir; I have seen newspaper articles on that subject.

Senator CUTTING. Have you any objection to that?

Mr. BLACK. I have not gone into it very thoroughly, and would hesitate to pass judgment on every program, but offhand I would say that that is a case of having some kind of real supervision in order to have discipline. It is necessary for Army training, where you

get drilling, to effect proper discipline in drilling. At the same time that is hardly of constructive benefit to the Commonwealth. The way these camps are conducted they are performing work of sufficient value to repay the expenditure. I believe the benefit to the man is fully as great, if not greater, in that kind of work than it would be in the drilling. I have not, perhaps, sufficiently studied the details of Senator Cutting's bill.

Senator CUTTING. But you do feel that in a program of this kind it is very important that you have some work which is of a productive nature; in other words, I gather that you feel the sense of accomplishment which goes with this work program is quite essential to the maintenance of self-respect and the morale of a man?

Mr. BLACK. Absolutely. I also feel that on that basis the taxpayer is justified in his expenditure since a return is made.

We found, roughly, that the men did enough work in the camps last winter so that, if it were paid for on a wage basis, we would just about come out even, with this difference, that in our camps we take men aged from 16 to 90, and we take care of those who are ill, or lame. If you were paying a man wages you would only pay him in the summer or winter except in bad weather. We made no profit out of this method of work and just about paid back the expenditure.

Senator CUTTING. Is there any part of this pamphlet that you have presented that you think should go into this record?

Mr. BLACK. I would be glad to have you insert any part that you desire. I am leaving this report with the committee.

Senator CUTTING. You may leave it and we will look it over and put into the record such parts as are deemed desirable for the information of the Senate.

Mr. BLACK. Just summing up this matter, I think that the State of California will not be able to carry the load of nonresident relief next winter unless Federal relief is made available. We do not feel that the money spent would be a loss. We feel that we are now advancing it, and as soon as the money is made available by the Federal Government we will be enabled to carry out the program as we have during these last two years. We feel that it is the most constructive thing we could do to relieve the nonresident, and it has saved our State considerable expense, which would have been created by crime, and the distress and hardship of the men.

The CHAIRMAN. I understand your position from the point of view of your State. Now, looking at it from a Federal point of view, do you not think that the Government ought to exercise enough supervision to make sure that some constructive program will be carried on by the States before we have made the money available?

Mr. BLACK. Yes; I think anyone furnishing money should see to it that it is properly spent, and if the Federal Government is providing it, it certainly should exercise some direct supervision of the program as it is developed.

The CHAIRMAN. The program, of course, would vary from State to State, but there ought to be something definitely constructive.

Mr. BLACK. Absolutely. I think the success of the California program can be attributed largely to administration. We have just turned loose with careful attention to detail, or we would have gotten nowhere. Your proposed board could, in a measure, supervise the

program that is adopted and approved so that a reasonably satisfactory administration could be effected.

The CHAIRMAN. If you have finished your statement, Mr. Black, the committee is very much obliged to you.

(Excerpts from the report referred to by Mr. Black are printed as follows:)

REPORT ON THE CALIFORNIA STATE LABOR CAMPS

(By S. Rexford Black, *Chairman State Labor Camp Committee*)

[Published by the California State Unemployment Commission]

SUMMARY

At the suggestion of the State unemployment commission, Governor Rolph appointed, on November 16, 1931, a special committee to consider the feasibility of establishing camps where transient homeless men would be given food and shelter in return for work on projects beneficial to the State of California.

The committee met in San Francisco on November 24, 1931, and recommended that camps for itinerant unemployed be established, and on November 27, 1931, Governor Rolph approved the committee's report, and authorized the establishment of labor camps.

1. *Number of camps and work accomplished.*—The first camp was opened about 15 miles east of Groveland in Tuolumne County on December 1, 1931. Altogether 28 forestry camps and 2 highway camps were operated.

The average time on the field work was four hours per day.

The men in forestry camps built 504 miles of firebreaks and roads in addition to other miscellaneous fire hazard reduction work.

The men in the highway camps excavated 86,740 cubic yards of material in addition to other miscellaneous highway construction activities.

2. *Amount of relief and costs.*—The highway camps were financed from State highway construction funds. Forestry camps were financed by an allotment of $110,000 from the State emergency fund.

A total of 244,531 man-days' relief was furnished in the camps.

A total of 200,399 man-days' relief in the forestry camps cost the State $109,982.87, amounting to 54.9 cents per man per day.

Forty-four thousand one hundred thirty-two man-days' relief in the highway camps cost the State $99,678.71, amounting to $2.26 per man per day.

3. *Number of men recruited.*—The men in camp were, for the most part, of the highest type in the ranks of the unemployed. They were recruited through various charitable relief agencies in the cities. Only volunteers were accepted in the camps, but after reaching camp each man was required to work or leave.

Total camp capacity was 3,352 men. Northern California camps accommodated 1,759; the southern California camps 1,593.

The communities from which men were recruited paid the cost of transportation. The men were examined, and only the physically fit were sent to the camps.

4. *Equipment.*—After making use of all available State equipment, other equipment needs were filled by borrowing from the United States Forest Service, the Army and Navy, national parks, counties, and private agencies. Small hand tools were purchased from the funds allotted.

5. *Care of the men.*—Food, shelter, clothing, and tobacco were furnished by the State in exchange for a maximum of six hours' work per day, including travel time on highway construction and fire hazard reduction work.

Plain but wholesome food was furnished in all camps, and no limit was placed upon the amount any man should eat. Food served was comparable with that furnished in construction and logging camps in the State. All State and Federal employees in charge of camps ate in the same dining room, at the same tables, and were served the same food as was given to the unemployed men.

Tobacco and matches were issued three or four times per week to each man.

Each man was allotted three or more blankets, a mattress and cot, or built-in bunk.

Clothing issued consisted of work shirts, overalls, cotton and woolen underwear, socks, shoes, and leather-faced gloves. Some other clothing, such as army overcoats, hats, and used clothing were made available by contributors.

The men in southern California were housed largely in tent camps, while the men in northern California were housed in various available buildings, built, rented, or borrowed by the State.

Sickness in camp was cared for by a first-aid man in each camp, and serious cases were sent to the communities from which they had been sent, or in emergencies to State hospitals and county hospitals.

The men in camp were well pleased with the provisions made for their care during the winter when paying jobs were not available.

6. *Occupations, ages, and States of residence.*—While unskilled workers predominated among those enlisted in the camps, others had followed numerous skilled and semiskilled occupations. There were also many former "white-collar workers" in the camps. In one camp, consisting of 230 men, as many as 70 different occupations were recorded.

Of the 3,257 men from whom age information was secured, 2,393, or 73.5 per cent of the total, were under 41 years of age. The number under 22 years of age was 655, or 20.1 per cent of the total. This group included 155 boys in the Houdd Gibson camp for juveniles. It is noteworthy that only 382, or 11.7 per cent of the total, were over 50 years of age.

Approximately 20 per cent of the total number in the camps were California residents. The remainder were nonresident transient unemployed who came to California from almost every State in the Union.

7. *Effect on communities.*—The number of transient jobless entering the State decreased rapidly after word of California's labor camp project spread east. The communities sending men to camp expressed appreciation of the relief afforded in removal of itinerant unemployed from their relief agencies.

Communities near which the camps were located were well pleased by the behavior of the men and by the work accomplished.

RECOMMENDATIONS

If similar camps are operated in the future, decision should be made during the summer to enable more careful organization prior to opening the camps.

Additional arrangements for medical care should be made.

Clothing should be available before the men reach camp, and it should be possible to supply men with working clothing when they arrive in camp wearing more valuable clothing.

To furnish maximum relief and to facilitate operations, camps should open about October 15 and close about April 30.

APPOINTMENT OF THE STATE LABOR CAMP COMMITTEE

At the suggestion of the California State Unemployment Commission, Governor Rolph appointed, on November 16, 1931, a special committee to consider the advisability of establishing State camps for emergency unemployment relief to homeless men during the winter.

The committee met in San Francisco on November 24, 1931, and submitted the following report to Governor Rolph:

Hon. JAMES ROLPH, JR.,
Governor of California, Sacramento, Calif.

MY DEAR GOVERNOR ROLPH: The first meeting of your special committee appointed to consider the advisability of establishing State camps for unemployed men this winter was called to order at 10.15 a. m., November 24, 1931, at the State Building in San Francisco. The following members were present:

S. R. Black, San Francisco, Chairman; Ernest Dudley, Exeter, Calif.; Dudley Moulton, director, Department of Agriculture; D. H. Blood, director, Department of Natural Resources; Chester Jordan, United States Forest Service; W. I. Hutchinson, United States Forest Service; W. B. Rider, Deputy State Forester; Charles M. Wollenberg, San Francisco, Calif.; George H. Cecil, Los Angeles, Calif.; Rolland A. Vandergrift, director, Department of Finance.

After a thorough discussion of the problems involved in establishing State camps for unemployed men, your committee unanimously adopted the following recommendations:

1. That labor camps for unemployed men be established and these men be afforded food and shelter in exchange for constructive labor beneficial to the State of California.

2. That such camps be established for the purpose of carrying on the following work:

(*a*) Construction and clearing of fire trails.

(*b*) Fireproofing of forest and park areas.
(*c*) Roadside clearing and weed control.
(*d*) Construction of check dams.
(*e*) Construction of roads and trails.
(*f*) Breaking rocks for use on roads.

3. That the United States Forest Service, State Department of Natural Resources, Department of Agriculture, and Department of Public Works locate and supervise the labor camps and the men therein.

4. That the various counties and municipalities be requested to cooperate in furnishing equipment, medical attention, transportation to camps, and such supervision as the various units can provide.

5. That the counties and municipalities be requested to agree to contribute to the maintenance of such men as they send to labor camps.

6. That an executive committee be appointed by the governor to coordinate the activities of various interested agencies and put the plans for operation of labor camps into action without delay.

Most respectfully submitted.

S. R. BLACK,
Chairman Special Unemployment Committee.

On November 27, 1931, Governor Rolph approved the report of the committee, authorized the establishment of labor camps for the relief of unemployment, and appointed the following California Labor Camp Executive Committee to supervise operation of the camps:

Mr. S. Rexford Black, California Forest Protective Association, chairman.
Mr. Rolland A. Vandegrift, director, department of finance.
Col. Walter E. Garrison, director, department of public works.
Mr. W. B. Rider, deputy chief, division of forestry.

Camps for unemployed men engaged in the construction of State highways were placed under the supervision of the department of public works and financed from State highway construction funds. Mr. Vandegrift allotted $100,000 from the State emergency fund to increase legislative appropriations for fire trail and forest fire prevention activities under the supervision of the division of forestry, thereby financing the camps later operated under the supervision of the division of forestry.

The first camp was opened 15 miles east of Groveland in Tuolumne County on December 1, 1931. The rest of the camps were opened as rapidly as was possible in order to accommodate a maximum number of men without delay.

When the camps were first proposed, there was considerable opposition to their establishment by communities throughout the State near which the committee proposed to locate its camps. The opposition was based upon the fear of local people that if large numbers of undesirable men would be sent to their communities it would result in trouble in the way of crime and misdemeanors of all kinds. Soon after the first camps were established, however, community opposition to the camps disappeared; and the committee was besieged with requests to establish camps in various parts of the State. This change of feeling developed because the men in camp were not disorderly, and the local people soon found that a very high type of man was entering the camps, and that the work performed was of great benefit to the communities.

COOPERATION WITH OTHER AGENCIES

As soon as Governor Rolph had approved the labor camp project, the committee immediately addressed communications to the boards of supervisors in counties in which it was believed camps might well be established, soliciting county cooperation with the State. Most of the counties agreed to cooperate with the State to make possible the successful operation of the plan. County cooperation was not uniform and depended largely upon the financial standing of the counties and the seriousness of unemployment relief conditions within them. Several counties objected to the establishment of camps within their boundaries, while others welcomed the opportunity of aiding in the relief of itinerants.

In addition to organizing county and municipal cooperation, efforts were made to secure assistance from private individuals and corporations. Because the committee desired to conserve as much of its funds as possible for the actual purchase of food, every possible saving that could be made in the acquisition of equipment and housing without cost was attempted. As a result of the campaign for assistance, the committee was offered free use of numerous buildings, camps,

and general housing equipment with no charge other than replacement for damage done by reason of occupancy. Requests were made for surplus Army and Navy equipment. Various branches of State government, which were asked for assistance, invariably agreed to aid in every possible way. In this way it was possible to coordinate the services of various State departments and to make possible the rendering of many services in the operation of the camps without additional cost to the State.

DIVISION OF FORESTRY CAMPS

As the actual operation and management of the labor camps was divided between the Division of Forestry in the Department of Natural Resources and the Division of Highways in the Department of Public Works, the activities of each group of camps will be treated separately in this report.

The work program for the men in labor camps under the supervision of the Division of Forestry of the State Department of Natural Resources covered the following activities:

1. Construction of a front line firebreak on the east side of San Joaquin Valley, designed to prevent the spread of lowland fires into the upper important watershed areas of the Sierras.
2. Removal of fire hazards within State parks and construction of fire trails around State parks.
3. Removal of brush and inflammable material alongside roads and construction of fire trails and motor roads for fire trucks.
4. Construction of telephone lines needed in fire control activities.
5. Improvement and sanitation of public camp grounds.

ORGANIZATION

The following organization was set up for the supervision of the forestry labor camps: W. B. Rider, deputy State forester and member of the labor camp executive committee, was placed directly in charge of camp operation details, such as assignment of personnel, allocation of State fire trucks and equipment, and the supervision of State personnel and accounts. Nine of the forestry camps were directly under the supervision of the United States Forest Service officers, while 19 of the camps were under the direct supervision of State division of forestry officers. All camps, however, operated under the same plan and general supervision was given by the State division of forestry.

From two to five rangers were assigned to each camp depending upon its size. In all camps one ranger was placed in charge of field work, and another in charge of the camp. Other rangers were assigned to duty in transportation, first aid work, warehouse and commissary service, and for relief of rangers in charge of the camps. The State was divided into three districts, southern, central, and north coast, and each district was placed under the supervision of a State forest officer to whom the rangers in camp were responsible. The State officers in whose districts the camps were located arranged for local cooperation of citizens and public agencies and made local arrangements for furnishing entertainment, acquisition of equipment, etc. A commissary man or purchasing agent was assigned to each of the three districts, and took charge of all purchases of subsistence supplies for the camps within the district. Clothing and equipment purchases were made directly from the State division of forestry office, except camp construction and repair building materials which were purchased by the district purchasing agents. An effort was made to purchase as much material as possible in the locality in which the camps were operating, but where lower prices could be secured through purchases in metropolitan areas, supplies were secured in those areas.

RECRUITING OF MEN

At the meeting of mayors and councilmen of the State, held in Los Angeles on November 28, 1931, a resolution was unanimously passed providing that in all cases where the State took men from communities for labor camps the communities would agree to furnish medical examinations and send only men who were physically able to work, would pay the transportation costs of sending the men from the community to the camp and would pay all hospitalization costs that might be incurred in caring for the men sent from the community. After passage of the resolution, officers in charge of State labor camps made arrangements in each community from which men were taken whereby some central agency would recruit men for the camps. Police departments, fire departments, the Sal-

vation Army, missions, community chest organizations and other welfare agencies, depending upon the relief organizations of the various cities acting as recruiting agencies. By this means representatives of the State could call upon such agencies for a number of men on a certain day to be delivered to an agreed upon point, where the State took over the men and placed them in camp. The above agencies offered the men that were being cared for by the charitable organizations the opportunity of going to camp, but in no case were the men required to go. In the larger cities there was a waiting list of volunteers who had signed up to enter the camps.

OCCUPATIONS OF MEN ENTERING CAMP

The men in the camps were, for the most part, the highest type of men in the ranks of the unemployed. Many of them were laborers, but there were also businessmen and tradesmen. There were many professional men and many high-school and college graduates, and all of them preferred to work for food and shelter rather than accept charity from any organization. The hobo type and professional "bum" did not enter the camps. Not only was entry into the camps entirely voluntary, but no man had to stay in camp after he arrived. Each man was at liberty to leave whenever he pleased. The only requirement was that if he stayed, he had to work and abide by the camp rules of order.

The following tabulation for a representative camp in northern California (Grub Gulch) and a similarly representative camp in southern California (Beaumont) shows the actual occupations of 350 men that entered the two camps:

Occupations	Grub Gulch	Beaumont	Occupations	Grub Gulch	Beaumont
Laborers	43	49	Theatrical	1	
Cooks and waiters	26	19	Hospital	1	
Farmers	9	19	Pipefitter	1	
Mechanics and machinists	8	11	Candy maker	1	
Carpenters	11	7	Motorman	1	
Chauffeurs and truck drivers	11	7	Furniture maker	1	
Painters	3	7	Rubber worker	1	
Clerks	5	11	Nickel plater	1	
Loggers	6	3	Tinner	1	
Fireman	4	3	Welder	1	
Miners	9	3	Storekeeper	1	
Ironworkers	5	2	Clothing cutter	1	
Engineers	4	3	Interior decorator		1
Electricians	2	2	Switchman		1
Plumbers	1	3	Salesman		1
Blacksmiths	1	2	Fisherman		1
Telephone lineman	1	2	Radio operator		1
Civil engineers	2	1	X-ray operator		1
Railroad construction	1	2	Packer—guide		1
Sailors	2	1	Aviator—pilot		1
Students	1	1	Mason		1
Landscape gardeners	1	1	Beeman		1
Barbers	1	1	Chemist		1
Toolmakers		4	Shoemaker		1
Printers		2			
Janitors	2		Total both camps		350
Bookbinder	1				

In addition to the occupations listed above, the Pinehurst Camp, which recruited men from Fresno, shows the following: Harness maker, plasterer, stone cutter, bridgeman, water boy, cement finisher, steam-shovel operator, bus boy, roofer, bricklayer, mill foreman, porter, tractor driver, door driver, millwright, lather, patternmaker, railroad agent, first aid, butcher, teamster, powder man, florist, trapper, and paper hanger.

STATES OF RESIDENCE

The records showing personal information upon the men who entered camp are not complete, and the records of several of the camps have never been sent in from the field. The addresses of 3,951 men that passed through 25 of the 28 camps gave the following residences:

Alabama	19	New Mexico	16
Arizona	28	New York	180
Arkansas	16	North Carolina	29
California	1,174	North Dakota	17
Colorado	71	Ohio	114
Connecticut	16	Oklahoma	75
Delaware	4	Oregon	71
Florida	16	Pennsylvania	122
Georgia	26	Rhode Island	3
Idaho	31	South Carolina	5
Illinois	182	South Dakota	21
Indiana	48	Tennessee	27
Iowa	39	Texas	126
Kansas	53	Utah	28
Kentucky	33	Vermont	3
Louisiana	18	Virginia	15
Maine	11	Washington	126
Maryland	8	West Virginia	36
Massachusetts	48	Wisconsin	65
Michigan	127	Wyoming	20
Minnesota	74	Alaska	1
Mississippi	17	Mexico	37
Missouri	89	District of Columbia	6
Montana	55	Foreign	39
Nebraska	38	Unknown	477
Nevada	16		
New Hampshire	6	Total	3,951
New Jersey	29		

While 1,174, or 29.7 per cent of the total, gave California as their residence, it is believed that this proportion is too high. Some men gave California as their residence in the belief that residents would be favored over nonresidents upon arrival in camp. Other men that might be designated as residents of the United States but of no particular State gave as their residence the city from which they were sent into camp. Probably 20 per cent of the men were residents of California. Many of the men who normally winter in California, but who work in other States during the summer, gave California as their legal residence. In this connection it should be remembered that the camps were established primarily for transient homeless men.

AGES

At several of the camps the ages of the men were not included on their records, and no records are available for the camps operated in Los Angeles County. The following table shows the ages of men for those camps which have submitted records:

Name of camp	Total	Age groups				
		21 and under	22–30	31–40	41–50	Over 50
Bear Valley	172	13	51	49	34	25
Grub Gulch	198	19	57	47	43	32
Nippinawasee	188	8	58	50	41	31
Fresno Crossing	68	3	23	26	12	4
Navarro	160	12	47	45	30	26
Rockport	131	8	40	34	29	20
Houdd Gibson (juvenile camp)	164	155	3	2	4	
Pinehurst	370	75	113	98	63	21
Del Rosa	178	43	83	32	15	5
Yucaipa	105	34	34	16	14	7
Beaumont	181	56	62	30	16	17
Cohasset	23		4	7	1	11
Uncle Tom's Cabin	80	5	27	20	18	10
San Diego Camps	868	180	329	152	89	118
Perrott Creek	370	44	100	99	72	55
Total	3,256	655	1,031	707	481	382
Per cent of total	100.0	20.1	31.7	21.7	14.8	11.7

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Of the 3,257 men for whom age information was secured, 2,393, or 73.5 per cent of the total, were under 41 years of age. The number under 22 years of age was 655, or 20.1 per cent of the total. This group included 155 boys in the Houdd Gibson camp for juveniles. It is noteworthy that only 382, or 11.7 per cent of the total were over 50 years of age.

HOUSING

Each man was furnished three blankets, and mattress and cot, or built-in bunk. In southern California most of the camps were tent camps which were equipped with cots, mattresses, blankets and wood-heating stoves. One camp was established in the old Army barracks at Camp Kearney, San Diego County. Another camp in San Diego County was established at Minniewawa Dude ranch. In several of the other southern California camps, use was made of permanent buildings for dining room and kitchen purposes, while the men were housed in tents.

No tent camps were used in northern California. The Nippinawasee and Pinegrove camps were built in barrack style out of cheap lumber. The other camps made use of available buildings, which were rented or borrowed.

The Perrott Creek, Navarro, and Rockport were old logging camps, free use of which with nearly complete equipment was given the State by the Pacific Lumber Co., Albion Lumber Co., and E. T. Dusenbury. Uncle Tom's Cabin was a summer resort. Southfork and Moccasin Creek camps were former Hetch Hetchy construction camps, and free use was given by the city and county of San Francisco. Bear Valley camp was housed in a pioneer hotel and schoolhouse. At Grub Gulch use was made of abandoned mining buildings. The Fresno Crossing camp made use of a ranch house and dance hall. Pinehurst camp was established at Pinehurst summer resort. Houdd Gibson camp is a San Francisco Salvation Army camp for boys, free use being given by the San Francisco Salvation Army.

Wood stoves were used for heating and old oil drums were made up into stoves in many other camps. Wooden bunks were built in all buildings where no cots or beds were available. Cots were used in the tent camps.

EQUIPMENT

To operate the camps a great deal of equipment of various kinds was required. Transportation, housing, blankets, and working tools were borrowed from all possible sources, and only a minimum of such equipment was purchased. Complete use was made of the State division of forestry fire trucks and fire fighting equipment. The United States Forest Service loaned, without charge, several thousand blankets and a number of trucks and fire tools, in addition to furnishing the equipment used in the nine camps where United States Forest Service officers were placed in charge of operations. Four hundred blankets and 300 cots were secured from the United States Army under bond. The United States Navy gave to the State large numbers of cots and mattresses. The Sequoia National Park and Yosemite National Park loaned, without charge, several trucks. For the cost of its license ($16.40), E. T. Dusenbury gave the State use of a 3-ton Reo truck for the Rockport Camp. State Fish and Game trucks and State Park trucks were also used in the operation of the camps. It was found necessary to purchase hand tools such as axes, shovels, rakes, brush hooks after the State's fire fighting tools of this nature had been exhausted.

CLOTHING

The State controller did not rule that State funds could be used to purchase clothing for use in the camps until February 10, 1932. Prior to that time clothing was furnished by donations from private and city or county sources. Clothing furnished consisted of Army overcoats, Army hats, work shirts, overalls, shoes, socks, leather-faced gloves, woolen Army underwear and cotton underwear. As secured, the clothing was issued without charge to the men in camp according to the needs of men. Approximately 50 per cent of the men entering camp had no underwear or socks, and most of their shoes were in very poor condition. Cobblers were placed in the larger camps to repair shoes.

The army overcoats and woolen underwear were donated by the city and county of San Francisco. Work shirts were purchased at a cost of $4 per dozen. Overalls cost $5.25 per dozen. Socks cost from five to ten cents per pair. Cotton underwear cost from 20 to 30 cents per garment. Shoes cost from $1.30 per pair to $2.35 per pair. Total clothing cost to the State was $9,775.84.

MEDICAL CARE

Communities from which men were taken for camps first gave all men physical examinations and only sent those men with no contagious diseases and who were physically able to work. Communities further agreed to pay hospitalization costs that should be necessary for men taken from the community. The State department of institutions gave free medical treatment to men brought to them for aid from the camps. The State department of institutions also purchased 20 first-aid kits for use in camps. The California Forest Protective Association paid the cost of other medicine and drugs purchased for use in the camps. A hospital ward, or tent, or room, was established in each camp with a first-aid man in charge, and the San Francisco branch of the American Red Cross sent its field agent, Mr. Terwilliger, to visit each camp for the purpose of instructing hospital orderlies in the use of first aid. The California Forest Protective Association employed a first-aid man to instruct and supervise in first-aid work in the central California camps. An effort was made to see that men sent to camp were free from vermin before leaving the cities, but as many of them were not, delousing facilities were installed at each of the camps.

FOOD SUPPLIES

Camps operated in southern California secured their supplies locally with a central purchasing agent located in the State division of forestry office at Pasadena. John Unger, the commissary man at Pasadena, was hired at a salary of $180 per month and expenses. He arranged for the purchase of all food supplies in southern California. A similar arrangement was made at Sacramento to purchase supplies for the camps operating in the San Joaquin Valley and southern Sacramento Valley. The National Guard detailed Capt. Francis Shearer, who was stationed at Fresno, and acted as commissary agent there. Use of a warehouse was donated by the merchants of Fresno, and Sydney Lamerton was hired, at a salary of $115 per month and expenses, to take charge, and assist in the purchasing of supplies. In the north coast district C. G. Strickland, a regular employee of the division of forestry was placed in charge of commissary supplies.

Good, plain, wholesome food was furnished all camps. Fresh beef, fresh pork, fresh vegetables, ham, bacon, eggs, etc., were supplied and no limit was placed upon the amount of food anyone should eat at any meal. In most of the camps, facilities permitted the baking of bread and pastries. Several cooks and bakers were sent to each camp, where they worked in shifts. The food served was comparable with that furnished in any construction or logging camp in the State. All State and Federal employees in charge of camp supervision ate in the same dining room at the same tables, and were served the same food as was given the unemployed men.

TOBACCO

Pipe tobacco, chewing tobacco, snuff, Bull Durham, and papers were issued to the men in camp without charge. The tobacco issue was made three or four times per week.

WORKING HOURS AND ACCOMPLISHMENTS

Maximum field working hours were six, which included travel time from and returning to camp. Actual hours on the job averaged about four per man per day, with the exception of men working around camp, where the hours were longer but the work was lighter. Many of the men volunteered to work longer hours than was required of them, and some truck drivers and cooks voluntarily worked as much as 12 hours per day during emergencies.

A total of 200,399 man-days relief was afforded the unemployed men in the forestry labor camps. Ninety-seven thousand six hundred and sixty-four man days of work were put in on field projects. The balance of the time is made up of time engaged in camp activities, cooking, cleaning, eating, construction, clerical, sick time, holidays, and stormy weather. At a total cost of $109,982.87 incurred in operating the camps, exclusive of the salaries and expenses of regular year-around State employees, provision for whom was made in the regular State budget, the man per day field work cost of the project, was, therefore, $1.126. The maximum work day covered six hours camp to camp and averaged about four hours per day on the job, showing a cost for the field work performed of 28.1 cents per man per hour. This figure may be taken to show the cost to the State for work performed, since, had the work been done on a wage basis, a charge would have been made for board and room to cover the cost of camp

operations. The major accomplishments at the camps consisted of the following:

Fire trail constructed:		
Over 50 feet wide	miles	112
Less than 50 feet wide	do	56.35
Old fire trails recleared	do	43
Roadside cleared of inflammable material	do	256
Passable fire truck roads built	do	37.30
Fire control telephone line built	do	34.45
Trails built	do	22.75
Cleared of inflammable material	acres	633
Total firebreak, roadside clearing, and road construction	miles	504.65

In addition to the work shown above, a very considerable amount of miscellaneous fire protection activities were carried on. The acreage cleared of inflammable débris was confined largely to areas within the State's redwood parks, areas around rangers' stations, lookouts, schoolhouses, and sanitariums. Camp sites were cleared, some 20,000 trees were planted, sanitation facilities were installed, and picnic tables were built at camp grounds and State parks, and considerable maintenance and repairs at all camps was provided, as it was possible to get skilled mechanics, such as carpenters, plumbers, steam fitters, automobile repair men, truck drivers, blacksmiths, etc.

COST

A total of $110,000 was allotted from the State emergency fund for the operation of the forestry camps. Of that amount $109,982.87 was expended for the following purposes:

Housing	$11,613.07
Working tools	2,228.46
Tobacco	6,913.22
Subsistence	53,573.47
Clothing	9,775.84
Cash bonus [1]	4,815.00
Transportation	10,576.00
Camp maintenance	5,811.55
Salaries and expenses of commissary men	2,176.26
Estimated outstanding cost of repairing trucks	2,500.00
Total	109,982.87

For 200,399 man-days the total cost was 54.9 cents per man per day. This rate includes cost of subsistence furnished in camps to about 90 forest officers and some visitors who are not included in the total of 200,399 man-days.

The following table shows the subsistence cost per man per day and tobacco cost per man per day at each camp, subsistence cost being kept separately for each camp and tobacco cost being kept only by the three units, north coast, central, and southern, into which the operations were divided:

Name of camp	Days in operation	Man-days in camp	Tobacco cost per man per day	Subsistence cost per man per day
Yucaipa	111	14,378	0.033	0.323
Summit Valley	96	(a)	.033	.323
Beaumont	98	7,714	.033	.317
Kearney	127	25,845	.033	.283
Minniewawa	101	5,350	.033	.293
Ramona	80	3,363	.033	.307
El Cariso	36	689	.033	.374
De Luz	65	2,165	.033	.275
Lyons Valley	12	266	.033	.213
Arroyo Seco	67	3,705	.033	.253
Little Tujunga	93	5,249	.033	.291
San Gabriel	53	1,174	.033	.344
Del Rosa	105	17,487	.033	.330
Kenworthy	73	(b)	.033	.330
Perrott Creek	133	16,859	.037	.234

[a] Included in Yucaipa report. [b] Included in Del Rosa report.

[1] When the camps were closed early in April, 1932, each man leaving the camp was given a "cash bonus" of $5.

Name of camp	Days in operation	Man-days in camp	Tobacco cost per man per day	Subsistence cost per man per day
Rockport	81	5,862	0.037	0.230
Navarro	94	7,367	.037	.197
Headd Gibson	57	4,400	.037	.231
Pinehurst	129	20,580	.037	.250
Fresno Crossing	86	5,277	.037	.243
Grub Gulch	102	8,554	.037	.240
Bear Valley	100	7,124	.037	.243
Nippinawasee	102	8,232	.037	.238
Groveland	120	8,470	.037	.230
Pinegrove	126	8,893	.037	.250
Nevada City	88	5,692	.037	.227
Cohasset	103	1,444	.037	.250
Moccasin	75	4,260	.037	.229
Total or average	2,513	200,399	.0352	.2535

The cost of housing was 5⅞ cents per man per day, which covered all cost of construction, rentals of buildings, purchases of blankets, mattresses, straw for ticks, etc. The bulk of the tools purchased have been stored by the division of forestry and will be available for fire suppression in the summer or for later construction work. When the camps were closed early in April, each man was paid $5 in cash, which is shown above as the "cash bonus." This action was taken in order that a large number of penniless men should not be turned loose upon the State at one time, and to make it possible for most of them to leave the State.

The transportation cost was comparatively high because the camps were usually located at considerable distance from existing communities, and also because the nature of their work in roadside clearing took the men so far from camp that they could not walk to and from work. Under camp maintenance costs are the expenditures made for lights, gas, oil (where used for cooking), and also all expenditures for sanitation supplies, first-aid equipment, soap, matches, disinfectants, etc. The only salaries and expenses paid from the funds allotted were for the services of two commissary men amounting to $2,126.26. All other services in the camps were rendered by State and Federal rangers, contributed time of persons not employed by the State or by men to whom relief was being given in camp. The $2,500 estimate for reconditioning division of forestry trucks used in the labor camps is the estimate of the State highway repair shops where the work will be performed, but which had not been completed up to May 6, 1932.

The total expenditure from the State emergency fund does not cover the total cost of operating the camps. It does not include the salaries and expenses of State employees retained on a year-around basis, nor does it include the salary and expenses of United States Forest Service personnel, nor the other services rendered by the United States Forest Service, which amounted to $14,298. Fresno County contributed $1,350 toward the support of men taken from Fresno and sent to Pinehurst camp. The California Forest Protective Association paid labor camp bills amounting to $2,900 for services needed at the camps which could not be paid for by the State because of fiscal and legal restrictions. The city and county of San Francisco expended $5,092.18 for the men sent to the camps from San Francisco. The expenditures were for the following services: Railroad fare, $3,800.02; clothing, $642.42; medical, dental and hospital charges, $649.74.

THE STATE HIGHWAY CAMPS

Two camps were operated by the division of highways for unemployment relief during the period from December, 1931, to April, 1932, with a total capacity of 600 men. One camp was located in the southern part of the State, near Topock, Ariz., about 10 miles west of Needles, designated as Camp J, and was intended to take care of 250 to 350 unemployed men from Los Angeles. The other camp, designated Camp G, was located near Rich, in Plumas County, on the site of the former relief camp A (1930–31), and was designed to care for 250 men from San Francisco. The cities furnished transportation for the men to the camps.

E. Q. Sullivan, district engineer at San Bernardino, had general charge of camp J, and H. S. Comly and later, F. W. Haselwood, had general charge of camp G. C. S. Pope, construction engineer, through R. M. Gillis, assistant engineer, supervised both camps.

A detailed description of these camps follows:

Camp G (Rich)—December 3, 1931, to April 15, 1932, work accomplished.—The work consisted in general of roadway excavation on a portion of the State highway between the North Fork of the Feather River and 2¼ miles east of Rich, stations 151+75 to 284+00, road 11-Plu-21-B, a length of 2.5 miles. This work was a continuation of the work begun by camp A during December, 1930, to April, 1931, when the camp was built. Hand work only was done, using picks and shovels, wheelbarrows, Koppel and Swede cars to handle excavation. A great deal of rock work was encountered, with necessary drilling and blasting; two Ingersoll-Rand compressors and six jackhammers were used.

Following is a statement of work done:

	Total quantities	Total cost	Unit cost
Excavation, unclassified	37,000 cubic yards	$49,161.42	$1.33
Clearing	4 stations	85.16	21.29
Construction, connecting road	1,700 cubic yards	1,596.30	.94
Leveling camp sites		467.34	
Total expended		51,310.22	

Total man-days on excavation	10,996
Cubic yards moved per man-day	3.36

The camp structures consist of eight 20 by 40 foot 2-story bunk houses, designed for 32 men each; mess hall seating 260 men; bath and laundry building, hospital, office, and commissary; three buildings for superintendent and foremen; shop, powder house, and toilets. The buildings were well constructed, warm and clean, with running water and electric lights. These buildings, with necessary alterations, will be utilized by the prison labor camp now at Virgilia. The road built from Camp G connects with a similar construction road built westerly from the prison camp.

Personnel.—Work was done under the supervision of A. N. Lund, superintendent with A. E. Lamb acting as resident engineer; C. W. Wright, commissary clerk; and A. R. Grosfield, timekeeper. There were also employed 8 foremen, 1 policeman, 2 cooks, 1 baker, 1 blacksmith, 1 truck driver, 1 powderman, 1 dishwasher, a total of 20 paid men in the camp.

Labor statistics.—The first shipment of 122 men from San Francisco, sent by C. M. Wollenberg, were received on December 12, 1931, and the last (ninth) shipment on March 17, 1932, the total number sent out being 413. When camp closed, 183 men were in camp, and the average population for the entire period was 204 men.

Average number days in camp per man	60
Total number days camp was operated	122
Total number working days	88.5
Total number board-men days in camp	24,846
Total number board-men days worked	18,134

Inclement winter weather resulted in a large number of days lost, with increased cost of yardage moved. A 6-hour working day was used, from 8.30 a. m. to 3.30 p. m.

No record was kept of States from which the men came, but it is estimated that 70 per cent came from States outside California, mainly from the Middle West. They apparently came from all walks of life, and seemed to be mostly drifters.

In an endeavor to keep the men satisfied, outdoor and indoor recreation was provided in the form of boxing, wrestling, handball, tug-of-war, and horseshoe pitching. The Plumas County Library loaned about 200 books, and many magazines were received from various sources for use in the camp library, an important adjunct to the work.

San Francisco furnished medical supplies and all hospital and first-aid work was handled by one of the men.

Commissary.—The State furnished the men board and lodging, tobacco, shoes, socks, gloves, underwear, and soap. Tobacco was issued weekly, five packages of cigarettes or three packages of pipe tobacco, chewing tobacco, or snuff. Shoes, socks, underwear, and gloves were issued after the men were in camp four days. Overalls and shirts were furnished by San Francisco also after four days in camp. Gloves were issued as needed, and a complete issue of shoes after about 60 days. Toilet articles such as razors, blades, shaving soap, tooth brushes, etc., were not

furnished by the State, but were donated by other parties. This should be taken into consideration in future relief work. All men in camp on April 11 were given a $5 bonus payment. Surplus commissary supplies have been transferred to prison labor camps on Route 21, and equipment left stored at the Rich Camp.

Cookhouse.—The cookhouse was operated by the State, in accordance with the standards for food used in our day labor and convict camps. Stove oil and liquid gas were used for cooking. Eighty-two thousand and ninety-two meals were served, at a unit cost of 20 cents per meal.

Expenditures showing cost per man per day in camp

Item	Total cost	Cost per man-day
Cookhouse: Labor, food, fuel, equipment write-off	$16,109.78	$0.648
Commissary: Tobacco, shoes, socks, underwear, gloves	2,906.80	.117
Camp maintenance: Wood, electricity, shoe repair, laundering of bedding, bathhouse, wages, camp policeman	3,493.80	.142
Camp construction, 25 per cent original cost of:		
Camp A	5,870.90	
Minor work on Camp G	281.36	
	6,152.26	.247
Supervision: Salaries of superintendent, timekeeper, foreman	9,102.20	.365
General expense, overhead	1,051.22	.042
Bonus payment, $5 to all men in camp Apr. 11, 1932	915.00	.037
Cost per man-day to maintain men in camp	39,731.04	1.598
Miscellaneous items chargeable directly to grading operations:		
Equipment rentals	2,762.66	
Freight on equipment	1,308.23	
Write-off on nonrental equipment and supplies	3,130.14	
Explosives, gas and oil, blacksmith coal	4,349.99	
Miscellaenous	28.16	
Total cost and total cost per man-day	51,310.22	2.065

Camp J (Topock)—January 5, 1932, to April 12, 1932.—This camp was erected for the State by the Holmes Supply Co. of Los Angeles, on land leased from the Southern Pacific Land Co. It was originally designed for 250 men, but was increased in February to 350-men capacity. The Holmes Supply Co. furnished tent lodgings and other buildings, equipment, commissary and all labor to operate same, at a rental charge of 25 cents per meal served and 25 cents per man-day-bed.

Work accomplished.—The work performed consisted of widening the existing road VIII-S.Bd-58-P, between Needles and Topock, at stations 662 to 676 (6,500 cubic yards) and of excavation on the new alignment between stations 751 and 773. Considerable rock formation was found, requiring drilling and blasting. Grading was done by hand, using equipment such as wheelbarrows, picks and shovels, jackhammers, and air compressors. Following is a statement of work done:

Items	Quantities	Total cost	Unit cost
Excavation, unclassified—cu. yds.	29,857	$47,026.00	$1.57
Structure excavation—cu. yds.	289	723.00	2.50
36" C. M. P. culverts—lin. ft.	182	619.00	3.40
Total cost		$48,368.00	

At the conclusion of the work, equipment was stored in the State maintenance yard at Needles, and surplus commissary supplies were shipped to the convict labor camp at Point Gorda, Monterey County.

Camp facilities.—The men were housed in 8-man tents, with wooden floors and sides screened to top, with electric light and heating stove. Each man was furnished a spring cot, sleeping pad, pillow, and three blankets. Bathhouses with hot showers, facilities for washing clothes, toilets, etc., were supplied, as well as other necessary structures for offices, commissary, cookhouse, mess hall, etc. Water was secured from the Colorado River.

Camp J was erected complete by the Holmes Co. on December 31, 1931, and the first shipment of men arrived January 5, 1932. The camp capacity was increased to 350 men on February 17, 1932. On April 12, men were sent away, mostly by trucks going west, and camp was closed on April 15, being dismantled and site cleaned up by April 24. On April 12, 136 men were each given $5 bonus payment.

Camp personnel.—E. S. Gripper acted as superintendent in charge when camp was opened, being superseded by C. C. Rossi in January. F. D. Pearce was timekeeper, and in addition there were seven construction foremen, two camp guards, a graduate nurse, tool sharpener, skilled laborer, and powder man. The Holmes Co. furnished all commissary and cookhouse help.

Labor statistics.—The city of Los Angeles sent to this camp 656 men, and the total man-days worked was 18,945, with an average of 29.4 days in camp per man. The men worked about six hours per day, in return for board and lodging, tobacco, shoes, socks, and gloves. The city of Los Angeles furnished medical supplies and a certain amount of clothing.

Men came from practically all the States, Pennsylvania leading with 47, Missouri 41, Illinois 41, New York 40, Texas 38, and California only 29.

Cost of operation

Holmes Supply Co., for meals	$16, 212. 25
Holmes Supply Co., for shelter	13, 310. 00
	29, 522. 25
Materials and supplies	3, 613. 64
Tobacco and matches	879. 92
Shoes, gloves, and socks	1, 697. 06
Equipment rental	1, 000. 00
Salaries and wages	10, 997. 00
Transportation	658. 62
Total	$48, 368. 49
Cost per man per day based on 19,286 man-days	$2. 51

Ages of men entering highway camps

Age groups	Total	Per cent of total	Camp G—Rich	Camp J—Topock
Total	1, 069	100. 0	413	656
Under 20	125	11. 7	10	115
21 to 30	458	42. 8	136	322
31 to 40	244	22. 8	123	121
41 to 50	168	15. 7	90	78
51 to 60	55	5. 2	38	17
61 to 70	19	1. 8	16	3

Effects of camps on transients entering State.—At the time the labor camp program was started the committee was informed that transient indigents were entering the State at the rate of 1,200 per day. The Los Angeles Chamber of Commerce had sent a committee to ask Governor Rolph to call out the National Guard and station it at the State's borders to keep out the indigents. When word of the labor camps was spread back east the number of men entering the State decreased very rapidly. The mayor of Fort Worth, Tex., called by long distance telephone to see if the camps had actually been established because 43 men had left a freight train in Fort Worth and refused to come further west, because they had heard of the State's labor camps.

The following table shows the number of transient unemployed entering California from October 7 to December 20, 1931:

Number of transient unemployed entering California from other States

[As reported to the California State Unemployment Commission by the President's organization on unemployment relief in California]

Dates	Through quarantine stations and on railroads		Through quarantine stations [1]		On railroad freight cars [2]	
	Total	Daily average	Total	Daily average	Total	Daily average
Grand total	30, 804	416	10, 949	148	19, 855	268
October	14, 592	608	5, 169	215	9, 423	393
7–13	4, 551	650	1, 809	258	2, 742	392
14–15 [3]	1, 174	587	408	204	766	383
16–20	2, 609	522	748	150	1, 861	372
21–25	2, 983	597	1, 094	219	1, 889	378
26–30	3, 275	655	1, 110	222	2, 165	433
November	11, 192	373	3, 674	122	7, 518	251
1–5	2, 608	521	892	178	1, 716	343
6–15	3, 662	366	1, 041	104	2, 621	262
16–20	1, 729	346	639	128	1, 090	218
21–25	1, 611	322	557	111	1, 054	211
26–30	1, 582	316	545	109	1, 037	207
December—						
1–5	1, 605	321	673	135	932	186
6–10	1, 263	253	540	108	723	145
11–15	1, 174	235	474	95	700	140
16–20	978	196	419	84	559	112

[1] As reported by the California Department of Agriculture quarantine stations.
[2] As reported by the Southern Pacific, Western Pacific, and the Union Pacific Railroads. From Dec. 6 Western Pacific reports only 7 or 8 per day.
[3] Estimated.

Effects on communities.—In general the men in camp were very well pleased with their treatment, and the communities near which the camps were located were satisfied with the behavior of the men and by the work accomplished. When it became necessary to close the camps, because of lack of funds with which to continue, communities near which the camps were located all opposed the closing of the camps and requested the governor to continue their operation. The communities from which men were recruited heartily approved the operation of the camps, since it greatly relieved them from the burden of caring for the nonresidents at the expense of relief for local residents.

While men were drawn from a large number of cities and towns throughout the State, the majority were sent to camp from the larger cities. Eureka sent 160, Sacramento 360, San Francisco 1,518, Fresno 377, Los Angeles 1,369, and San Diego 888.

Letters reflecting the attitudes of various community chest officers are shown in the appendix.

Recommendations.—Some men entering camps had been promised more clothing and other services than could be rendered them in camp. If future labor camps are operated, printed statements outlining their exact nature should be posted at all places where men are recruited for the camps.

While there were no serious breakdowns due to lack of medical attention, additional facilities for giving medical aid should be provided if similar camps are to operate in the future. More thorough medical examinations should be required to insure that men going to camp are in good physical condition, as it was necessary to return a number of those sent from the cities into camps.

Where men arrive in camp with good clothes, these should be checked with the camp manager and an issue of work clothing furnished. Since the turnover of men in camp was not as great as was expected, it would be advisable to furnish heavier weight working clothes and shoes than those furnished last winter. Before camps open, clothing should be available in central warehouses ready for shipment as requisitioned from the camps in order to prevent needless suffering on the part of the men due to delay in securing clothing.

In general the supervision of the camps was entirely satisfactory. In only one of the forestry camps did it appear that the men in charge were not qualified for

the job, a remarkably good record considering that similar camps had never been operated before. Experience gained last winter on the part of the supervising officers should result in better management and lower costs in the future.

The labor camp project started so late in the fall that camps were established during the winter storm period, which caused delay in opening and hardship to the men establishing the camps. If similar camps are operated in the future, the program should be adopted early enough to permit their location and establishment prior to the heavy winter storm period.

Most of the camps closed the first week in April, which is rather early, because seasonal labor has not sufficiently developed to take care of the men leaving camp. April 30 would be a more fitting closing date.

The CHAIRMAN. The subcommittee will stand in recess subject to the call of the chairman.

(Whereupon, at 3.50 o'clock p. m., the subcommittee took a recess subject to the call of the chairman.)

RELIEF FOR UNEMPLOYED TRANSIENTS

MONDAY, JANUARY 23, 1933

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON MANUFACTURERS,
Washington, D. C.

The subcommittee reassembled, pursuant to call of the chairman, in room 212, Senate Office Building, at 10 o'clock a. m.

Senator COSTIGAN (acting chairman). The committee will come to order. The chairman of the subcommittee, Senator La Follette, and the author of the bill, Senator Cutting, are both unavoidably absent this morning. By request, I am presiding at this hearing in the place of the chairman.

Miss Grace Abbott, Chief of the Children's Bureau, is our first witness.

STATEMENT OF MISS GRACE ABBOTT, CHIEF, CHILDREN'S BUREAU, WASHINGTON, D. C.

Senator COSTIGAN. Miss Abbott, how long have you been at the head of the Children's Bureau?

Miss ABBOTT. Since 1921.

Senator COSTIGAN. Are you familiar with the bill introduced by Senator Cutting, known as S. 5121?

Miss ABBOTT. Yes, I am.

Senator COSTIGAN. Are you also familiar with the conditions with which that bill is designed to deal?

Miss ABBOTT. Yes. The Children's Bureau has tried to secure information about the number of transients, their age, sex, and the conditions under which they live; how much and the kind of relief being given them, and so forth.

It was during last winter, and early in the spring, that reports came to us about the large number of transients, and that large numbers of boys, and some girls, were among these transients who were drifting about the country. The bureau therefore undertook to make something of a survey to find out how serious the problem was. We assigned a staff member to this, and also employed Doctor McMillen, who is here this morning and will speak in more detail later about his investigation. The survey was made in the South, Southwest and West, because it was in this part of the country that the numbers had been reported to be the largest.

We found that there was a new army of transients moving across the country, going by railroad—riding the freights—and hitchhiking, by automobile. It was impossible to secure the exact number, but evidence as to the size of the problem was abundant. We found

the railroads overwhelmed by the problem. For instance, along the right of way of the Southern Pacific last spring, small towns in Texas, New Mexico, and Arizona reported as many as 200 a day coming into the towns. The Santa Fe Railroad reported 75 a day coming into Albuquerque. The railroad men in Kansas City, when interviewed last spring, estimated that every day approximately 1,500 men and boys went through that city riding the freights.

I quote from a letter dated January 19, 1933, from D. O'Connell chief special agent, Southern Pacific Co., San Francisco, Calif.:

In response to your request, following are figures showing trespassers ejected from our trains and property:

1927	78,099
1928	89,568
1929	79,215
1930	170,641
1931	514,013
1932	683,457

In 1927 more than 50 per cent of these trespassers were men of middle age and older; in later years these older men have largely disappeared, and it would be my estimate that 75 per cent of the 1932 trespassers ranged in age from 16 to 25 years.

The figures of ejectment tell only part of the story, as there were many trespassers whom it was impossible for our men to interfere with. The figures I have shown you, however, indicate very clearly the growth of this problem.

A request for the figures on ejections to the Atchison, Topeka & Santa Fe Railway Co., superintendent of special service, brought the information that their railroad does not compile statistics relative to ejections. However, their interest in the problem was so active that during June, July, and August, of 1932 the special agents at Ottawa, Kans., apprehended and interviewed a large number of trespassers, obtained their names, residence, age, and other data. They believe the information given them was fairly correct. In June, out of 634 trespassers, the average age was 25.4 years; in July, among 593 the average age was 25.5 years; in August, out of 538, the average age was 24 years.

The superintendent of special service, H. B. Baker, includes the following comments among others:

We can only guess at the proportion these figures bear to the total number of trespassers which actually went through that point; I doubt if they are one-fifth of the number, as trespassers would leave the train and scatter in every direction, making it impossible for the officers to apprehend or talk to them.

It was not an uncommon thing to find comparatively young women and occasionally girls in their teens, always with some male escort.

James D. Roosa, chief of police, New York Central Railway, wrote under date of January 20, 1933, that their railroad does not have available statistics on ejections. He comments that—

It is generally known, however, that in recent years the number of young men between the ages of 16 and 20 riding trains has increased alarmingly. This is due in part to the difficulty experienced by boys on leaving school to obtain employment, and who then use the trains as transportation to other places where they believe work might be found. One thing we have noted and that is that persons apprehended for illegally riding trains represent every possible trade and profession, whereas in the pre-depression days 90 per cent of the persons arrested were classed as laborers, or were the ordinary hobo type.

The American Railway Association's figures of arrests for what it describes as approximately 100 class 1 railroads show a slight increase in arrests for felonies; in 1929, 9,232; in 1932, 10,783. When we come

to misdemeanors, the story is quite different. The number of arrests in 1929 was 86,838, in comparison with 145,219 in 1932, the figure for 1932 being an estimate made by the association on the basis of 10 months' figures.

The number arrested is a very small percentage of the number of trespassers. The railroads have more or less given up trying to keep them off the right of way. The train crews are too small to control it, and there is a great deal of sympathy with the men and boys on the part of the railway officials, so instead of arresting them, as they would in ordinary times, they did not do it last year.

Senator COSTIGAN. Are most of the arrests to which you have referred based on trespassing on railroad property?

Miss ABBOTT. Yes; those for misdemeanors are.

Senator COSTIGAN. Please proceed in your own way to state conditions as you know them, and reasons, if any, supporting Federal legislation which will deal with the problem of transient and homeless persons.

Miss ABBOTT; Thank you, Senator, I will be glad to. Evidence as to the numbers and the dangers these young people encounter is found in the report of the railroads on accidents to trespassers. The Interstate Commerce Commission publishes each year an accident bulletin. The 1932 bulletin is not yet published, but through the courtesy of Mr. Stansfield, who is in charge of this part of this work for the commission, we have been given the figures available for 1932. These figures show that since 1929 there has been a considerable increase in accidents resulting in deaths or injuries to trespassers, while at the same time there has been a steady decrease in deaths or injuries to nontrespassers.

I have here a diagram showing the trespassers and nontrespassers killed and injured. The accidents to nontrespassers has been going down at the same time that the number of trespassers who have been killed or injured has gone up. This line [indicating] shows the numbers that are killed, struck, or run over at a public crossing. It is going down. This line showing the accidents at the highway grade crossings is going down; but accidents classified as "coming in contact with fixed structures" is going up. Coming in contact with fixed structures" is the kind of accident that frequently happens to people who are riding the freights; that is, they are on the outside and are swept off when they come in contact with some fixed structure, and are killed or injured.

Senator COSTIGAN. Is the table to which you are referring one that should be placed in our record?

Miss ABBOTT. As to the total numbers?

Senator COSTIGAN. I am referring to the table.

Miss ABBOTT. These tables should, I think, be placed in the record. I will also leave the charts with the committee.

TABLE 1.—*Number of trespassers and nontrespassers killed and injured in train and train service accidents during the first nine months of the years 1929–1932, inclusive*

[Figures taken from reports of the Interstate Commerce Commission, Bureau of Statistics, relating to accidents reported by steam railways]

January–September—	Killed		Injured		Total	
	Trespassers	Nontrespassers	Trespassers	Nontrespassers	Trespassers	Nontrespassers
1929	1,754	2,719	1,831	25,172	3,585	27,891
1930	1,719	2,140	2,111	17,358	3,830	19,498
1931	1,782	1,868	2,323	12,858	4,105	14,726
1932	1,886	1,491	2,791	10,029	4,605	11,520

TABLE 2.— *Trespassers killed and injured in train and train-service accidents during the period 1928–1932, inclusive, by age groups*

Group	Number					Percentage increase (+), or decrease (−), 1932 over 1928
	1928	1929	1930	1931	1932 [1]	
Employees	225	238	160	99	42	−81.3
Under 14	403	372	278	278	324	−19.6
14 to 21	655	621	727	867	1,184	+80.7
Adults, hoboes, and tramps	962	901	1,378	1,693	1,993	+109.3
Adults, except hoboes and tramps	2,463	2,468	2,366	2,362	2,419	−1.8
Total	4,698	4,600	4,909	5,299	5,962	

[1] Records for 1932 available through October only. Therefore the figures in this column are estimates for the year, based on the actual figures reported for the first 10 months. The lack of detail by months made it necessary to base the estimate on the assumption that the numbers for November and December would approximate the average monthly rate from January through October.

TABLE 3.—*Ten-month totals (January through October) for the years 1929–1932, inclusive, showing numbers of trespassers killed and injured in train and train service accidents, with train service detail*

[Figures taken from the reports of the Interstate Commerce Commission, Bureau of Statistics, relating to accidents reported by steam railways; sections giving numbers of trespassers killed and injured]

	Killed				Injured				Total			
	1929	1930	1931	1932	1929	1930	1931	1932	1929	1930	1931	1932
Total train and train service accidents	1,945	1,913	1,976	2,097	2,013	2,312	2,544	2,980	3,958	4,225	4,520	5,077
Total train accidents	27	37	31	32	31	49	47	76	58	86	78	108
Total train service accidents	1,918	1,876	1,945	2,065	1,982	2,263	2,497	2,904	3,900	4,139	4,442	4,969
Coming in contact with fixed structures	13	29	34	53	23	48	33	115	36	77	127	168
Getting on or off cars or locomotives	253	314	344	425	706	949	1,134	1,544	959	1,263	1,478	1,969
Accidents at highway grade crossings	272	240	240	257	122	78	65	61	165	107	109	98
Struck or run over, not at public crossing	1,275	1,182	1,159	1,097	597	576	511	526	1,872	1,758	1,670	1,617
Miscellaneous [1]	305	302	368	455	533	612	690	862	838	914	1,058	1,317

[1] Under this heading the greater number of casualties are listed under: Load shifting; standing, walking, or running alongside trains, cars, or locomotives; falling from locomotives or cars, not otherwise classified; pinched between cars or locomotives, not otherwise classified; and a still further unclassified group again carried as "Miscellaneous."

Senator COSTIGAN. The committee will later determine what charts and tabulations to incorporate.

Miss ABBOTT. In these tables the word "trespasser" is the term used to designate "such persons as in the ordinary acceptation of the term would be regarded as trespassers on railway property, and employees if trespassing," and also "pedestrians and travelers (including all persons in street cars, automobiles, and other conveyances) who, in going on railway property, pass closed gates or other similar barriers, or pedestrians who attempt to pass over or under trains or cars at highway grade crossings." This is the usage of the Interstate Commerce Commission, the quotations being from their accident bulletin for 1931 (p. 108).

"Train accidents" are inclusive of collisions, derailments, and so forth, that result in damage to equipment or other railway property in excess of $150. "Train service accidents" are those arising in connection with the operation or movement of trains, locomotives, or cars that result in reportable casualties to persons but not in damage to equipment or other property in excess of $150.

The figures show a steady increase in accidents involving deaths or injuries to trespassers and a steady decrease in deaths or injuries to nontrespassers during the past four years.

There has been a marked increase in casualties involving the age group 14 to 21, and the adult group classified in the railway figures as "hoboes and tramps."

Inspection of the detail as to types of accident in which trespassers are most frequently killed or injured reveals that there has been a sharp increase in the class described as "getting on or off cars or locomotives" and in the miscellaneous group which includes such classes as "standing, walking, or running alongside trains," "falling from locomotives or cars," "pinched between cars or locomotives," "load shifting," and so forth. On the other hand, casualties at grade crossings have steadily decreased, as have also those listed as "struck or run over, not at public crossing." This latter group includes many trespassers local to the area where injured, children or adults who live in the city or town who walk along the right of way and are struck by trains.

Some index of the size of the problem is also shown by the reports to the bureau from the cities for the social statistics registration area. These figures include the resident as well as the nonresident homeless. There has been a very considerable increase in the resident homeless as well as nonresident transients.

The need for relief as measured by the number of meals and lodgings provided to the homeless and transient rose sharply in November, as it had in October and September of this year. Reports from 158 institutions in 60 cities of 50,000 or more population show that the number of meals served increased from 862,100 in October to 1,027,907 in November, 1932, a rise of 23.2 per cent in the average number served per day. In comparison with November, 1931, the number of meals served the homeless and transient in these 60 cities in November, 1932, increased 26.6 per cent.

The number of lodgings provided increased more rapidly than the number of meals. In November, 1932, 393,526 lodgings were provided in comparison with 317,407 in the preceding month, an increase of 28.1 per cent in the daily average. Between November, 1931, and November, 1932, the number of lodgings increased 36.4 per cent.

This is a story for a group of 60 cities. The figures for the individual cities show the same general story. For instance, in Buffalo, the meals served in November, 1931, were 71,508; in November, 1932, 107,962. Lodgings, November, 1931, 32,165; November, 1932, 48,364.

In Little Rock, meals, November, 1931, 1,251; November, 1932, 2,721. Lodgings, 342 in November, 1931, and 1,006 in 1932.

Minneapolis, the figures run up to the 200,000; meals, November, 1931, 211,203; November, 1932, 254,208. Lodgings, November, 1931, 66,787; November, 1932, 89,934.

Omaha, meals, November, 1931, 11,635; November, 1932, 40,279. Lodgings, November, 1931, 6,569; November, 1932, 21,506.

San Francisco, meals, November, 1931, 237,290; November, 1932, 222,779. Lodgings, November, 1931, 46,832; November, 1932, 69,016.

Senator COSTIGAN. Do these figures uniformly point to an increasing transient problem in the United States?

Miss ABBOTT. Yes; but I should point out these figures are for the homeless transient and the resident homeless.

Senator COSTIGAN. There appears to be some anomaly in reference to homeless persons who are residents. What is the test of a resident? Is the word "resident" used in connection with relief to the unemployed?

Miss ABBOTT. Yes.

Senator COSTIGAN. Is it legalistically used?

Miss ABBOTT. Yes. I had planned to refer to that later but it is, perhaps, more in point here.

There are some 39 States which have prescribed what is usually called the residence necessary to establish settlement in order to secure relief, and what constitutes a resident differs very widely in different States.

In New England the period of residence is very high—10 years for Rhode Island and 5 years in Massachusetts, New Hampshire, and Connecticut; often the same common period of residence required is one year, and this is held in States like New York, Illinois, Michigan, Pennsylvania, and so forth; and then we find that in 1931, caused by the economic condition and the growing number of dependents that came from other States, the State legislatures of a number of States increased the period of residence required for being eligible to relief. California, for instance, raised it from 1 to 3 years in 1931 and North Carolina increased it to 3 years, and Colorado has increased it from 60 days to 6 months.

Senator COSTIGAN. It would appear to a lay observer exceedingly difficult to determine the length of residence of a homeless person.

Miss ABBOTT. It is.

Senator COSTIGAN. On what record is such determination based?

Miss ABBOTT. Usually the statement of the applicant. That may require investigation to substantiate not so much that he is a nonresident as whether, in fact, he had a legal settlement in the place which he says is his home. Some transients doubtless claim to be residents. For example, although forestry camps are maintained for transients in California, those in charge of the camps think that some of the boys say they are from California because they think that may help them.

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Senator COSTIGAN. Is the presumption in favor of the person who claims to be resident, or does the presumption run the other way?

Miss ABBOTT. The presumption would be in favor of residents, pending an investigation. Under any approved system they would always be temporarily cared for.

There are a great many homeless to-day who are not transients; that is, unmarried men and women in the cities, for instance in New York and Chicago, who are out of jobs and can not pay their board and become homeless. Among these is a considerable group that have been there long enough to have established legal residence.

Senator COSTIGAN. You may treat this problem in your own way, Miss Abbott. There is no disposition on the part of the committee to change the course of your statement.

Miss ABBOTT. I shall be glad to be interrupted.

Senator COSTIGAN. Nor is there any desire on the part of the committee to limit the tables or charts you think proper to incorporate in the record in connection with your testimony.

Miss ABBOTT. Our laws about settlement, of course, go back to our old theory of the responsibility for relief being local, of which we have heard a great deal during the last two years. It comes to us from the old Elizabethan poor law, which has been greatly modified in England and modified here also. The history of social treatment in this country and in England is a long and not a very glorious one. In the past there was a great deal of concern as between jurisdictions as to whether one county or one State was paying what another county or State should pay. One State would claim that an insane person was a resident of another State, and the second State, disputing residence, would refuse to take responsibility, and sometimes in the night the first State would put an insane or helpless person over the State line, and this State would reciprocate by returning them. Finally, after years of that kind of controversy, a wiser and more humane method was evolved. If a man was dependent in a town in Colorado, but did not have residence in Colorado, and he claimed residence in New York, he was not sent back to New York until the Colorado officials corresponded with the New York authorities and they investigated whether or not he was in fact a resident of New York. Then if it was a public agency, Colorado paid transportation to New York and New York assumed responsibility for his care. The private agency went one step farther. They returned a nonresident if it was in the interests of the man to be returned, and if not, allowed him to stay. That is, a man or woman, boy or family, whatever the dependent group might be, was cared for in the place in which there was reason to believe rehabilitation would be most easily accomplished. That is, agencies in one State have come to have confidence in the reports of another State; both are considering what is in the interest of the dependent and hence of society rather than trying to put something over on another State.

This was, in substance, the transportation agreement developed by public and private case-work agencies. The public agencies were, of course, governed in their expenditures by the law. For example, a woman appeared in Chicago with a family of children and promptly sought assistance; she explained her husband was killed in a mine accident in Williamson County; her compensation money was exhausted; there was nothing she could do to earn a living in the mining town. The Cook County official corresponded with Williamson

County and found her story was true and offered to pay her fare back. She refused to go, because, she said, no help was available in Williamson County, the county funds were very meager; the children had no future there. There was a cousin in Chicago with whom she could live, and so forth. If this seemed to be in the interest of the family the private charities would then agree to supplement the earnings of this woman so she could stay in Chicago. A boy found in Omaha would not be returned to Denver if on investigation it was found that his parents were unable to care for him or unfit guardians for him, and it was clear that his best interests were served by staying in Omaha even if his legal residence was in Denver. Now, of course, that theory of correspondence to determine what was in the interest of the client has gone by the board in these days; the pressure on relief agencies has meant that agencies have not had the funds for constructive care.

This is particularly unfortunate at this time, because the type of transients has changed very much and the opportunity for constructive service, with relatively small expenditures, is so great. In the years before the depression the casual laborers, who worked across the country, and who were very much the victims of the kind of work they did, often became unfitted for regular employment. They went out during the summer to work on the railroads, to work on new construction of all kinds, in the wheat fields, lumber camps, and various other places, and then came back to the cities in the winter, usually to some center where there was a casual labor market. Chicago was the largest center for such labor. They lived a demoralizing life in the city, just as in the summer. It would be difficult to reclaim to normal life many of these casual laborers who are usually called hoboes. But in these new groups of transients you find a totally different type of person. They are recent comers and not yet demoralized by vagrancy. There is a large proportion of young people and some women and girls who require special planning.

As to the ages of the transients, the general estimates made by the police and railroad officials, and those in charge of shelters for transients, were usually that from 20 to 25 per cent were minors. I have already given you the estimate of the special agent of the Southern Pacific that approximately 75 per cent are between 16 and 25 years of age. As for the hitch hikers, plant quarantine stations on the principal highways leading into California made sample counts of the hitch hikers entering California last spring, and these three stations reported about 150 a week under 21 entering California by each of the three highways.

The Community Boys' Lodge in Los Angeles reported the place of residence of 623 boys who applied for shelter there in the five months ended March 31. Forty-five States and the District of Columbia had contributed to this group. Of the 1,529 boys served by the Volunteers of America in Phoenix more than 50 had come from each of the following States: California, Colorado, Illinois, Michigan, Missouri, New York, Ohio, Oklahoma, Pennsylvania, and Texas, and 25 to 50 boys had come from each of 12 additional States. So that this army of transient men and boys is truly national in character.

Senator COSTIGAN. Have you the ages of such boys?

Miss ABBOTT. I have for a very few places but have not brought the material with me this morning. Moreover, Doctor McMillen who will testify later, will give this material in greater detail, as will others who have been asked to appear before the committee.

The difference in the type of the present-day transients is strikingly illustrated in many checks which have been taken. For example, in Atlanta, Ga., where a check was made, out of 5,438 young people cared for by the Salvation Army, 194 had attended college and 1,641 had attended high school.

The kind of provision which, in general, has been made to take care of these people, who are obviously transients because they arrive on the freights, get off in the "jungle" outside of town and walk in, and in the small towns are clearly recognized as nonresidents, varies greatly. I think all those familiar with the problem would say that nowhere is the provision made adequate. Usually the relief unit is the county and not the town, and the county is bound by the legal restrictions as to settlement, to which I have referred. The cities have always found they had to do something with the transients. It has become a police problem of such magnitude that something had to be done and consequently the cities and small towns have undertaken to provide for the transients because they must.

In the old days the small towns lodged them in the jail and gave them 24 hours in which to get out of town. In the larger towns shelters were maintained by charitable agencies and many had municipal lodging houses, where they could stay 1, 2, or 3 nights.

The number of shelters has increased and the type of care is in many ways better than the type of care that used to be available for the old hobo, but it is still generally of a sort that confirms them in the habits of wandering irresponsibility instead of trying to correct them. The boys get used to this nomadic life; they get used to the danger and the hardships; to the lack of opportunity for cleanliness; they overcome their abhorrence of begging; their interest is in "getting by" and they come to make a game of beating the authorities. All of this confirms them in antisocial habits. So, this giving them a night or two lodging and a meal or two and sending them along is very bad for them. It is costing large sums to provide this kind of merry-go-round care but the social costs of the future will be much greater.

What should we do? I should say we ought first to consider the causes which make them transients. Of course, there are always a certain number of boys and girls who are eager to get away from home. That is due, sometimes, to parental difficulties—friction in the family—and a desire for independence, to start out for themselves. This happened in normal times. Sometimes they discovered they preferred the home town and returned, but they got jobs and found that they greatly preferred an independent life away from home and stayed in the place of their own choice.

To-day economic conditions and inadequate relief have greatly increased the number who desire to get away. It is very easy to understand why the older boy leaves home. He can not get work. The evidence is that the work they do get is very poorly paid—the pressure on industrial standards to-day is such that you find them working for $2 a week or at very low rates on piecework, which means practically nothing for them.

Senator COSTIGAN. Inadequacy of present relief is undoubtedly an impelling factor in the growth of the transient problem?

Miss ABBOTT. There is no question about that. In other words, where the amount paid the family is not enough to feed the younger children decently, it is not surprising that the father or older son gets out and leaves to the mother and young children such relief as is available.

Senator COSTIGAN. Your testimony relates to a problem which extends far beyond the results of the spirit of adventure in youth or manhood?

Miss ABBOTT. Oh, yes; but it is influenced by that same spirit of independence. That is, these boys feel they ought not to be a burden on the family; that they are husky and should be working. They think they can surely find work some place; they are restless and flight is an escape. The danger is not only what is happening to them now, but they can easily become confirmed in this habit of vagrancy and become what is called the American hobo.

Senator COSTIGAN. The committee hopes you will comment, when you choose, on the extent to which you consider this a local problem as distinguished from a national one.

Miss ABBOTT. If I may say first what I think might be done. The objective should be to break up the habit of wandering; that is, if we would get them all to stop now where they are, we could take care of them more intelligently and probably with less cost.

Our objectives should be to have the kind of care that will keep them in the place where they are now. So far as the National Government is concerned we ought to look to a responsible State agency to organize to meet the state-wide aspects of the problem.

Inside the community, in a large town or city a central registration bureau would keep them from wandering from one place to another in the same town. There should be an interview with each transient which would be the basis for temporary shelter, an opportunity to be clean and secure wholesome food; the necessary medical care, etc. Then some plan should be made for a longer period of care.

The experience of the work camps in which there is an opportunity for training in a wholesome environment has been excellent. Details will be given concerning them by some of the others who will testify.

Not all the transients can be cared for in camps. For the girls especially other treatment is needed. There ought to be opportunity for vocational classes and for relief work in the cities and towns. It is of course not easy to say what should be done or what vocational training will be useful to them when jobs become available. However, the important thing is not what they are taught, but that they are interested, that they think they are getting something that will be useful to them when the depression is over. The training is always valuable and in the meantime the morale will be maintained and that benefit will be fundamental.

Now, then, what should the Federal Government do, is the question you asked rather than the local community. It seems to me it is a national problem, interstate in character. Moreover, regular relief agencies are not allowed, in most of the States, under the law, to care for the transients. It therefore seems reasonable to ask that the Federal Government should make direct grants at least for the care of transients.

In many of the communities—in all of them for that matter—the controversy as to what should be expended for the care of transients and residents will resolve itself usually into caring for the residents and not for the transients except to the point of police pro-

tection, so that they are not wandering around soliciting at back doors and becoming petty thieves. If they can push them along that is about all the city hopes to do, and it does not look at what the costs are of such a policy.

Senator COSTIGAN. In many cities and States the disposition is to pass the transient along?

Miss ABBOTT. It is almost universal.

Senator COSTIGAN. And often to put transients in jail for the night?

Miss ABBOTT. In the smaller communities, especially, they sleep them in the jail and the judges tell them to move on after giving them a meal of beans and coffee.

Senator COSTIGAN. The problem is one which runs beyond local control and State lines?

Miss ABBOTT. Yes.

Senator COSTIGAN. And, in that sense, is interstate and national?

Miss ABBOTT. Yes; distinctly. Now, of course, if we say that it is a national responsibility the question arises as to whether the National Government itself should undertake direct care or whether it should do what it does in cooperation with the State or local community. It seems to me that it will be better done if it is done by the Federal Government in cooperation with the States.

There are several reasons for this. Of course the first objective is that we should not encourage them to wander; we should not pull them out of their homes. Federal camps, agricultural camps, forestry or any other kind of work camps, if maintained by the Federal Government would, of course, get a great deal of publicity and attract many who would otherwise stay at home. Whereas, if the money is given to local communities through a responsible State agency, we would get more done with less publicity that might draw the boys away from their homes.

So, it seems to me, what the Federal Government can do is to supply the money and assist the States by making available to the State agencies information as to what is being done successfully in other States. It can cooperate in that way or occasionally lend personnel in developing plans, and so forth.

In general, then, the initiation and development of plans should be in the States rather than in the Federal Government.

What can be done in one locality is very different from what can be done in another and we shall have a larger group thinking on the problem of what might be done and better utilization of all resources if the planning is not left to two or three persons in the National Government.

It seems to me the Cutting bill meets the tests which I have just given. It makes available direct grants to the States for the purpose of caring for transients; it provides for the initiation and carrying out of plans by the States, but safeguards the situation by requiring approval by a Federal board of State plans before the money is granted so that the United States can be protected against an unwise and irresponsible use of funds by the States and also against the initiation of plans which may increase the problem of transients instead of decreasing it.

Senator COSTIGAN. Is there any reason for separating the work of a so-called Federal transient service board from the work of a Federal board to deal with unemployment relief generally?

Miss ABBOTT. If there were a Federal board which dealt with unemployment relief alone and the members had had experience with these problems and were not giving most of their time to other problems, I think it would be better not to separate the national administration of relief for transients from national relief for the resident dependents. You would, even so, need some special advisory committee for the transients.

Senator COSTIGAN. Your answer suggests that the problem is one which ought to be dealt with by expert minds and persons familiar with unemployment conditions. Have you further comment to make? For example, is it your judgment that the Reconstruction Finance Corporation, with its other duties, should under ordinary conditions be expected to give attention to unemployment?

Miss ABBOTT. I do not see how they can be expected to. If they are to give attention to the problems involved in loans with a view to revival of business, to developing self-liquidating projects to stimulate employment, they have a vast field. This unemployment relief problem is of hitherto unknown proportions, and requires the full time of some of our ablest people if they are to supply leadership, promote satisfactory administration of funds, prevent wasteful expenditure and insure the least social loss in the care of individuals. This would more than fully occupy a separate board or committee.

Senator COSTIGAN. Primarily, the responsibilities of the Reconstruction Finance Corporation appear to be those frequently met by bankers?

Miss ABBOTT. Yes.

Senator COSTIGAN. Is it your feeling that this service should be under the guidance of those who are expert in social work?

Miss ABBOTT. Well, immediately under the guidance of experts. Of course, it would be possible to have a man who is a banker who has given a great deal of thought to this problem, but I think if he is to serve on a national relief board he ought not to give most of his time and thought to banking problems.

Senator COSTIGAN. The committee will be glad to have you supplement your testimony with any tables or charts.

We are very much obliged to you, Miss Abbott.

STATEMENT OF R. S. MITCHELL, CHIEF SPECIAL AGENT, MISSOURI PACIFIC RAILROAD, ST. LOUIS, MO.

Senator COSTIGAN. Please give your name and address.

Mr. MITCHELL. R. S. Mitchell, chief special agent, Missouri Pacific Railroad; resident, St. Louis.

Senator COSTIGAN. Mr. Mitchell, you are particularly familiar with certain phases of the transient problem?

Mr. MITCHELL. Yes, sir.

Senator COSTIGAN. Will you tell the committee what you have observed and give us the benefit of any conclusions to which you have been led?

Mr. MITCHELL. On the Missouri Pacific Railroad we have been trying to pay some attention to what we at one time called migratory labor; that is, the transient movement, and I have some figures here that my department has gathered from 1928 through 1932.

We took official notice, in 1928, of 13,745 transients, trespassers that we found on our trains and property.

In 1929 that figure was 13,875.

In 1930 we took a record of 23,892.

In 1931 that volume jumped to 186,028.

In 1932 it receded a little bit to 149,773, or a total, for the five years, of 387,313 persons that we found trespassing upon our trains and property.

I would like to call your attention to one serious result of this trespass.

In 1928 we unfortunately killed 102 trespassers and injured 172.

Senator COSTIGAN. Are you referring now to railroad accidents?

Mr. MITCHELL. Railroad accidents to trespassers on our trains and property. That was a total, for 1928, of 274 persons killed and injured.

In 1929 there were 103 killed and 156 injured, or a total of 259.

In 1930 there were 114 killed and 221 injured, making a total of 335 killed and injured.

Senator COSTIGAN. Is there a typical accident among transients?

Mr. MITCHELL. Too often it is an attempt to catch a train—get on a moving train—and the person not being an expert at that sort of thing, will miss his step and lose his leg.

A part of these persons, who were injured and killed, were killed and injured in wrecks. They would be on a tank car or other freight cars when a derailment or a collision occurred, and a part of them were killed that way. But the large part of them are killed in getting on and off trains.

Senator COSTIGAN. There is not so much riding of rods, as formerly?

Mr. MITCHELL. No, sir; the steel underframe car has decreased the rod riding possibility, probably 50 per cent.

In 1930 we killed 114 and injured 221, a total of 335.

The largest year was 1931. There were 125 killed and 247 injured, or a total of 372.

In 1932 there were 91 killed and 214 injured, or a total of 305.

Senator COSTIGAN. What has been the attitude of your company toward transients and has that attitude changed from time to time? I have in mind, more particularly, trespassers on railroad property.

Mr. MITCHELL. A few years ago—to be exact, prior to the depression or prior to 1929—it was the policy of our railroad, and it was the policy of most railroads in the West, to rid certain classes of trains of trespassers and in some instances to arrest them for trespass. The volume became so large in 1929 and since then, that the railroads did not feel that these men should be arrested, and they were not arrested in the sense that they were turned over to officers and fined. They were arrested in the sense, Senator, that they were asked to get off our trains and were conducted from the property, but never was there any curtailment of liberty.

Senator COSTIGAN. Was that the second stage or is it the present practice?

Mr. MITCHELL. That continues to the present time.

Senator COSTIGAN. In many parts of the country men do not seem to be ordered from trains. Is that practice general?

Mr. MITCHELL. Some railroads absolutely look the other way and do not order them from the trains. We feel we should say to those people when we find them on trains that they are not welcome visitors. We have transportation to sell and tell them so, and have passenger cars to ride them in and we tell them to get off of the trains. That is because, should they be injured, there is more of a responsibility when we invite them—tacitly invite them on by not saying anything to them. Therefore we try to keep them off, for the reason that the places they now ride the trains are such that they are more liable to injury, plus the fact that we need the money.

Senator COSTIGAN. Some railroad brakemen and other railroad workers complain that there is more or less danger to themselves in ordering men from cars.

Mr. MITCHELL. We have had one instance in five years of these men throwing a brakeman from the train. We found the men that did this and they were criminals. They are not of this younger class of transients that has been referred to here.

Senator COSTIGAN. In other words, men ordinarily told to leave your cars have been responsive to the suggestion and have not resisted?

Mr. MITCHELL. In very few instances have we had forcible resistance.

Senator COSTIGAN. What have they done? Have they immediately left and later attempted to board the trains?

Mr. MITCHELL. That was usually the case when they were ordered off by train crews and other people. They would walk around the train and try to get on at another place, and they usually did so.

Senator COSTIGAN. It is apparent that merely ordering men from trains does not rid the community or Nation of transients. What else have the railroads done with respect to the problem?

Mr. MITCHELL. Illustrating the truth of your statement, Senator, at the beginning of this large increase in travel by trespassers, the railroad officers would threaten these men with arrest and in most instances, they would laugh at the officers and say, "That is what we want. That will give us a place to sleep and eat."

That is one of the reasons why the arrests were not carried out.

We have found, in my territory, sir, that not only individuals but whole families are traveling in empty cars. One of the ways we have tried to curtail this is by insisting that our employees keep empty cars closed and securely fastened by wire. That has cut down our travel of this character to some extent.

Senator COSTIGAN. Have you any suggestions with respect to the legislative treatment which should be accorded this problem?

Mr. MITCHELL. I do not believe I have, Senator, other than to hope that something can be found. I have not been able to give that any thought. I did not understand that I was to testify to that.

Senator COSTIGAN. It is fair to conclude from your testimony that you consider it a national problem?

Mr. MITCHELL. Yes, sir; and a very serious problem.

There is this that I did not touch on: I feel there is an altogether different character of persons traveling in the warm weather than we find in the cold weather. In the summer time we find younger people and, as has been said here, the majority of these people so traveling can not be called "bums." They are not that sort of people. They are people who would actually work if they could find work.

Senator COSTIGAN. You are satisfied that they prefer work to charity?

Mr. MITCHELL. Yes, sir. There is one big feature that has not been touched on. These tender persons who get into the jungles with the old "bums" and, too often, hardened criminals, get a bad

influence in that way that eventually will be serious to this country. It is going to cause criminals and that element——

Senator COSTIGAN. In other words, you do not restrict your testimony to accidents and deaths; you feel that serious effects on character are involved?

Mr. MITCHELL. Absolutely, sir.

Senator COSTIGAN. Have you observed any ill effects on the health of people traveling under these conditions?

Mr. MITCHELL. The health conditions in the winter, I imagine, is a very serious thing. It is a very serious thing for a tender individual not properly clothed, to ride outside in winter weather. I do not see how they can escape pneumonia.

Senator COSTIGAN. There is considerable exposure?

Mr. MITCHELL. Yes, sir.

Senator COSTIGAN. Have you any other suggestions to offer to the committee?

Mr. MITCHELL. No, sir.

Senator COSTIGAN. Thank you, Mr. Mitchell.

STATEMENT OF PROF. A. W. McMILLEN, UNIVERSITY OF CHICAGO, CHICAGO, ILL.

Senator COSTIGAN. Professor McMillen, will you give the reporter your name and address?

Professor MCMILLEN. My name is A. W. McMillen and my address is Faculty Exchange, University of Chicago.

Senator COSTIGAN. You are a member of the faculty?

Professor MCMILLEN. Yes, an associate professor.

Senator COSTIGAN. How long have you been connected with Chicago University?

Professor MCMILLEN. I am in my sixth year.

Senator COSTIGAN. Professor McMillen, the committee will appreciate a statement from you on the transient problem and any comments you may care to make on S. 5121, the bill introduced by Senator Cutting dealing with that problem.

Professor MCMILLEN. It occurred to me, Senator Costigan, that you might want to know, first of all, how I happened to have any information about this subject.

Last spring I was asked by the United States Children's Bureau to take a leave of absence from my regular job at Chicago and investigate for them the rumor that there were large numbers of transient boys roaming the country; so I started out late in March and returned to Washington about the middle of May where the facts that I had gathered were correlated with data that other agents of the Children's Bureau had gathered in other sections of the country.

In that period I visited communities in New Mexico, west Texas, California, Arizona, Nevada, and Utah.

Then, since August of this year, I have again been absent from the university acting as a field representative for the emergency relief division of the Reconstruction Finance Corporation. It chances that the territory assigned to me in this work is the same territory in which I made my investigation last spring. Although I have not had opportunity to make any detailed study of the situation this fall and winter, it is almost forced upon the attention of anyone who is in that part of the country; so I have dug up a few additional facts this past fall and winter, just on the side, so to speak.

Would you be interested in having me tell you a little bit about the method I used in making this investigation for the Children's Bureau.

Senator COSTIGAN. The committee will be glad to have you discuss the problem and your information in any way you deem helpful.

Professor MCMILLEN. My first step in a community in making the investigation last spring, was to go to the chief of police and ask him about the problem and ask his permission to tabulate the number of arrests of nonresident male minors and if the police department had a vagrancy squad, I asked permission to speak to that squad.

I next went to the railroad police and special agents and I found, in general, they knew much more about the problem than anyone else I could make contact with in the community. I usually asked one or more members of the railroad police force to take me to the "jungles" where these boys and men came so as to have an opportunity to talk with the boys and men themselves.

I next went to the social agencies, such as the juvenile court, community chest, Salvation Army, Volunteers of America, Travelers' Aid Society, and so forth. I was disappointed, in general, with the information I got from the social agencies, because, except for those who actually operated soup kitchens or shelters, the agencies were much too busily engaged in taking care of their local unemployed to have very much information about wayfarers.

Those are the methods I used in trying to assemble this information. I regret to state that I can not give exact or even approximate figures as to the total number of transients or as to the proportion of those that are minors, because there are no such figures in existence. Wherever I did find statistics, it was like finding a gold nugget. But I did find a good deal of nonstatistical evidence of a very convincing character.

There were a few of the shelters and soup kitchens which had statistics. Although such figures throw light on the magnitude of the problem, they do not give the whole picture by any means, because the shelters reach only a portion of those who are on the road, and I am inclined to think probably the smaller proportion.

If there were no statistics of any kind to be had in a town, I asked a half a dozen or a dozen persons who were in first-hand contact with the problem for estimates. I would then determine whether these various estimates tended to cluster around any particular figure.

I think perhaps it might be of some interest to the committee if I would select one or two typical communities that I visited and give a picture of those communities. Would that be satisfactory?

Senator COSTIGAN. Entirely so.

Professor MCMILLEN. Then later, if you wish, I can generalize about the whole experience.

It was a very striking fact that there was scarcely a community in New Mexico, no matter how small, that had not effected some kind of organization, however primitive, in an effort to deal with the transient problem. They were simply forced to do it, and usually community sentiment was back of the effort because they felt it was a protection to property, even when they did not have more humane motivation than that.

I think Belen, N. Mex., would be a good case to cite. That is a very small town. I think it has probably not more than 2,000 population,

located about 30 miles southwest of Albuquerque. In the fall before my visit there the townspeople had organized a voluntary relief association and they had obtained subscriptions of $10 per month from local organizations, such as the Knights of Columbus, Masonic Lodges, American Legion, and so forth, and they proposed to use this money exclusively for doing something about the transient problem. The contributions dropped off in the spring and they had to discontinue operations about the middle of March, but they did operate a shelter and soup kitchen all during the winter which was in charge of Mr. Louis Chavez, the town marshal. They used the town hall as a shelter. It was a small frame building consisting of two rooms—the front room, I think, was perhaps 30 by 26 feet and a rear room large enough only to accommodate about four or five cells. There was a small stove in the front room for the purpose of heating and also it had on it a perpetual pot of beans and a perpetual pot of coffee which constituted the menu at that particular shelter. There were no blankets and no cots. The transients had to sleep on the floor.

They were required to do three hours work the following day hauling sand for the city streets. Mr. Chavez informed me they had only three boys who refused to perform the service after receiving this very meager service.

They called this place the "beanery" and there was considerable evidence that only a portion of the transients went there. They preferred to sleep in the jungles around a fire rather than go there because, by accepting accommodations that were at best not much more comfortable than the jungle, they obligated themselves to delay their journey and "work it out" the next day on the streets.

However, between October 21, 1931, and March 10, 1932, which was the period the "beanery" was open 2,483 men and boys were fed.

Now there are two jungles at Belen, one at the south and the other at the north end of the railroad yards. About midday, April 1, 1932, I visited the jungle at the north end and there were 20 men and boys there at that time, some sleeping and some washing their clothing. Immediately contiguous to this jungle was the residence of the yardmaster and I thought perhaps, living there right by the jungle all the time he and his wife would know a great deal about the situation. So I went to the door and talked to the yardmaster's wife, a woman by the name of Mrs. Wisdom. She told me that, except on snowy days, there were never less than 50 and often as many as 200 men and boys per day in the jungle. It was her opinion that about one-fourth of them were under 21 years of age, and that is the same proportion shown by the figures at the "beanery."

Mr. and Mrs. Wisdom had run a water line from their well to the jungle not only because they felt sympathy for the transients, most of whom they regarded as persons of good character, but also to prevent the constant rapping at the door asking if they could not have a little water for washing or drinking.

Mrs. Wisdom told me she had seen one boy 8 years old, but that she has seen literally hundreds that were 15, 16, 17, and 18 years old, and that she thought that for every minor there were three adults—three over 21 years of age.

Senator COSTIGAN. What were the conditions in the jungle?

Professor MCMILLEN. It was simply an empty lot perhaps two acres in extent which was surrendered by hedge which afforded protection from the wind on one side. On the other side it adjoins the yardmaster's home, and he had run the water over to the edge so they could get the water to make coffee or wash clothing.

Senator COSTIGAN. Was there any permanent shelter there?

Professor MCMILLEN. No shelter of any kind, just a bare lot.

Another place in New Mexico, which is a good place to look at this problem, is Deming. The transients are much more numerous in Deming than in Belen because it is at a lower altitude and is in the southern part of the State where the winter is much milder; also it is on the main line of the Southern Pacific Railroad and on the Bankhead Highway, so that it gets both the hitch hikers, and the railroad transients.

The citizens of Deming had established a relief committee to look after the situation and they got their funds by assessing a 1 per cent voluntary tax on every wage earner in the community.

It is about 60 miles across the desert in either direction to the next town—about 60 miles west to Lordsburg and 60 miles east to Las Cruces—so that the transients who get to Deming must eat there.

Senator COSTIGAN. Is there any movement north or south?

Professor MCMILLEN. No, sir; all the movement is east or west at Deming.

They persuaded the city authorities—the relief committee did—to employ an extra marshal whose sole duty was to stay at the railroad yards and make every effort to keep the transients on the trains and prevent their stopping off at Deming; so, the only ones they served were the ones who eluded this special officer. There were about 125 transients, on an average, every day that winter, and they lodged and fed them at the city jail. There were signs up in the stores of the men who were contributing to the welfare fund, which read "Do not ask for relief. You can be fed and slept at the jail in return for 10 days' hard labor." That was the sign posted up in the window of every contributor.

About 50 per night slept on the floor of the ice plant because the floor there was warm.

In addition to the 125 average per day of boys and men, there were from 3 to 20 transient families per day, the transient families being, in general, what are known as automobile migrants—cotton and fruit pickers. They did not aid any of those families unless they had small children.

Senator COSTIGAN. Your statement indicates that these particular transients moved by automobile.

Professor MCMILLEN. They moved by automobile; yes, sir; although some moved by train.

Senator COSTIGAN. Moved in automobiles operated by themselves?

Professor MCMILLEN. Yes, sir; usually dilapidated cars and when they land in Deming they often have a flat tire, no oil or gas and no money and four or five children. So it makes a very serious problem for Deming, a town of about 4,000 population.

The number of transients passing through Deming during any one month in the winter, is at least equal to the population of the city itself. That throws some light on the justice of expecting the community, as such, to care for that problem. They have a great many local unemployed in Deming, as well as all these transients. I should like to quote an excerpt from a letter from Mr. George D. Robinson, who is secretary of the welfare committee there. This

letter, incidentally, was written by him to the New Mexico State Bureau of Child Welfare and is dated February 2, 1932. The excerpt reads:

> In handling the community relief, the committee has had to confine the volume to the amount of funds available. * * *

In other words, the amount of relief work was not determined by the need but by the amount of money available—

> The families where children were involved were the only ones receiving attention. The report shows that the transients cared for at the county jail have been increasing each month. For January it increased to such a volume that the funds furnished by the community will not continue to care for both the local people and the transients. The committee has therefore had to close the serving and sheltering of transients at the jail and will expend what funds are contributed to aiding local people.

That is significant because it is so universally the attitude in communities in the Southwest. They feel they have all they can possibly do to take care of the local unemployed without having to assume the burdens of other parts of the United States.

There were two places where I got accurate statistics on transients, El Paso and Phoenix. Each person served in El Paso was required to register, and between October 1, 1931, and March 31, 1932, they served 45,150 men and boys. They kept no record of ages, but the opinions I got from the Salvation Army officials, who operated the shelter, and from railroad police in El Paso, all clustered around 25 per cent as the proportion under 21 years of age.

In a period of 15 weeks the Volunteers of America in Phoenix cared for 10,000 at their shelter. About 15 per cent of them were under 21 years of age. In Phoenix the Volunteers of America make a definite effort to obtain local jobs for the transients.

Out of 2,182 transients served in November, 1932, they obtained jobs for 4; in December, owing probably to Christmas activities, they secured jobs for 53 out of 3,032; in the first half of January, 1933, they got jobs for 5 out of 1,309. Of course, there is the probability that the majority of those are temporary jobs, bus boys in restaurants, dishwashers, and so forth.

I believe that a preceding witness gave the figures for ejections on the Southern Pacific Railroad. I have one other figure here on ejections.

The Western Pacific is a road only 928 miles in length running between Salt Lake City and San Francisco. Between October 1, 1931, and May 1, 1932, they reported to me 14 transients injured and 7 killed, and their total ejections for the calendar year 1931 were 64,132. This figure, of course, undoubtedly contains duplications, but, on the other hand, it also falls far short of the total since a great many are not apprehended at all by the railroad police in the terminals.

Senator COSTIGAN. Do your investigations disclose particular lines followed by tides of moving transients?

Professor MCMILLEN. Well, of course, I know more about the Southwestern States than any other part of the country and my information about other sections of the country is largely based on correspondence.

Senator COSTIGAN. Is there a tendency on the part of transients to move South in winter and in a northerly direction in summer?

Professor MCMILLEN. I think that is a fact. For instance, I happened to be up in Klamath Falls, Oreg., in September, before the cold weather set in, and the chief of police of that place asked me to go down to the jungles with him. He said he had just put 125 men and boys on a train that had left the town an hour before and that it was his opinion that if a census could be taken of those riding trains between Portland and Sacramento at any one moment, there would be at least 2,500. He thought this would be true at any given moment during the month of September and the other autumn months.

I have been speaking of New Mexico chiefly, but in Arizona the conditions are almost idential. In Arizona the numbers of transients are larger in Tucson and Yuma than in Phoenix or than in the northern part of the State.

Senator COSTIGAN. Why is the Arizona situation so acute?

Professor MCMILLEN. I think it is due to climatic conditions. The problem is very much more acute in the southern part than the northern part because the northern part is very much colder in the winter than the southern part.

I was informed by the chairman of the relief committee in Yuma that between November 1, 1931, and March 15, 1932, they fed 30,000 transients in the soup kitchen. The men slept outdoors in Yuma.

In Tucson I received most of my information from Mr. C. L. Meyers, chief special agent for the Southern Pacific Railroad in that city. He estimated 250 transients per day, and he thought 75 per cent were under 21 years of age. Personally I believe that estimate is too high.

Senator COSTIGAN. Is it your understanding that these figures relate solely to transients?

Professor MCMILLEN. They relate exclusively to transients.

In Tucson, Mr. Meyers expressed the belief that the Salvation Army shelter gets perhaps about two-thirds of them. The rest panhandle around the town and then stay in the jungles. They have torn up all the ties in a spur track to use as fuel.

He and I visited one of the jungles in Tucson. There is an irrigating ditch in which they bathe and wash clothes.

Senator COSTIGAN. On the outskirts of the city?

Professor MCMILLEN. On the outskirts of the city, perhaps a mile northwest of the station. The transients wash their clothing in that water. Water is a great thing down there and they stay near it. They drink the water from this ditch in their coffee and yet you can see the Mexican children swimming in the ditch a short distance away.

Senator COSTIGAN. The water is not rapidly moving?

Professor MCMILLEN. There is a current.

The relationships between the railroad police and the local police in Tucson were not 100 per cent cordial. Mr. Meyers said that he had often tried to arrest trespassers and turn them over to the local police, but this proved to be an idle gesture because the local police do not want to feed the transients and therefore they simply release them. He told me of an instance in which he had prevailed upon the local police to arrest 25 or 30 and they were sentenced to 20 days, but were released after serving two days.

The local police, on their side, feel just about the same way about the railroad police. The chief of police, Mr. Dyer, told me of one instance in which his officers collected about 45 transients in town and marched them to the railroad yards and told them to get on the trains and get out of town. The railroad police objected, whereupon an

altercation ensued and the chief of police issued an ultimatum, "You brought them into town and you will take them out of town if it takes the whole police force of Tucson to see that they go." They went.

I think it would be of interest to the committee if I told a few stories of boys I actually met in the jungles. Would that be of interest to the committee?

Senator COSTIGAN. It would. Please do so.

Professor MCMILLEN. In a jungle near Sparks, Nev., just outside of Reno, I talked to a group of 15 men and boys and asked their ages. Five of that number were under 21. Two of the boys were from Portland, Oreg. Both had been in high school and one, I think, had finished high school. One had formerly worked with his father in the bridge construction line of activity, but had not had any employment for over a year. The other boy had not had a steady job, but had been caddying at the golf course. They had heard there was a chance of employment at the Boulder Dam project and they were on their way there.

Of the other minors, one from East Liverpool, Ohio, said that the reason he had left home was because there were nine in his family, the father was unemployed, and the amount allowed by the county for relief was $3.20 per week for food for this family of nine. Moreover, there was a likelihood that even that amount would be reduced because the county funds were rapidly becoming exhausted.

The fifth of those boys was from a small town in Illinois. He was a high-school graduate, and in fact when I talked with him he was wearing a high school football sweater. He had graduated 15 months before and had been working on a paving gang on the highways, but that job had petered out after eight months and he had not been able to get anything since. He was on his way to Idaho where he had heard there was an opportunity to get work thinning beets in the beet fields.

In El Paso, I talked with a boy of 18 from New Orleans who had been in California looking for employment and was then trying to return to his home. He had graduated from high school in Delhi, La. He was traveling with two older boys from Council Bluffs, one 24 and one 26. They were very bitter about California. They said that people were literally begging for work and were willing to take it at any price whatsoever. They thought they would be better off if they could get back home. Right near the boys were a pair who were trying to make some coffee in a can. One of them was a man about 30 and the other was a boy about 18. The boy of 18 showed me some letters he had in his pocket. They were from his relatives, his mother and sister, in Mount Carmel, Pa. This boy told me he had finished high school and had worked in the mines prior to their closing. The father was out of work and the mother was attempting to get employment, according to the letter from her, in a shirtwaist factory. The sister was going to quit school and get employment if she could find anything. The mother, in that letter, advised the boy to stay where he was as he could not possibly be worse off than if he were home.

This particular boy was one of the few I encountered who had been injured. He showed me a cut over his eye given him by a brakeman in Indio, Calif. He told me that the brakeman said, "We have got to stop this. We have the whole of the United States riding on trains," and in trying to eject him, struck him and injured him.

I can insert additional stories in the record if you wish, but they are typical of dozens of boys I talked with on this trip.

Now, would you be interested in a few generalizations that would apply more or less to all of the communities that I visited?

Senator COSTIGAN. Certainly.

Professor MCMILLEN. First, I should like to make this general statement, that the number of transients exceeds anything the country has ever known before and that the character of the migration is distinctly different from anything the country has known before.

When I say it is distinctly different, I refer to several different aspects. In the first place, I think it is undoubtedly true that fully 60 per cent are under 30 years of age, and about 25 per cent are under 21 years of age.

One other striking fact is that when you see these knots of young men and boys waiting around for freights, almost every one has a small valise; in other words, they are the types of men and boys who have standards of personal cleanliness which make them think it is worth while to carry a small bag with them on the journey. The old-style hobo sometimes carried a few possessions wrapped in a bandana handkerchief, but never a valise.

The migration contains a sprinkling of girls and women, small in proportion to the males, but large in the aggregate; in fact, the aggregate number is really surprisingly large.

Senator COSTIGAN. Are those girls usually accompanied by other women?

Professor MCMILLEN. They usually travel in pairs and are often dressed in overalls. Some of them are with men who claim to be their husbands or brothers.

I think that the desire for adventure still animates some of the boys you find, but the overwhelming proportion are motivated by a desire to seek employment or a desire to escape from intolerable conditions at home.

Now, to make a few general statements about the communities where the transients are most numerous:

Some put up signs along the highway. I found signs, for example, outside of Tucson, Ariz., reading "Warning to transients. Relief funds for local residents only. Transients, do not apply." A similar warning is posted near the railroad tracks outside of Lordsburg, N. Mex., and I have told you about the signs in Deming. It is not an uncommon thing to find signs warning transients not to apply for assistance.

The general rule is to feed these transients at the very minimum cost and move them along. It is rather a striking fact that the motivation is largely protection of property.

They feel they can only allow enough funds for the relief of transients or, rather, put it this way: They can only divert from the relief of the local needy to transients enough to keep something in their stomachs until they can get them out of town.

Many police departments assured me that the number of depredations is very small, so that even this very meager assistance seems to be enough to keep down local thieving.

The general rule of the police is to visit the shelters and the jungles each day and move them on—visit the jungles and shelters each

156557—33——4

morning and escort to the city limits those who show some tendency to stay longer than a day.

Since the railroad police generally eject the transients from the yards, the wayfarers have to board cars outside of the yard limits when the cars are in motion.

I think the attitude of Douglas, Ariz., might be cited as typical. I have had a great deal of contact with the relief committee of Douglas, Ariz., in connection with my work for the Reconstruction Finance Corporation. When I was there I talked about the transient problem and the relief committee called the chief of police in to testify about it. He told us he kept two men at the railroad station all the time to see that the transients did not alight, and if they did alight, to escort them out of town. He had counted 500 a day.

When I asked the relief committee at Douglas why they did not do anything when they had Reconstruction Finance Corpotation funds, they said:

> You have gone through all the records and you know we have $6,000 a month to take care of the situation, and we need every penny to take care of the local problems which you have examined. We are not willing to spend a cent on transients.

They pointed out that something should be done but they did not know whether it was a State or Federal problem. They knew it was not their problem and would not touch it.

In Arizona the governor had turned over the actual detail of administering the Reconstruction Finance Corporation funds to a State commission and they drew up, last fall, a set of regulations to govern county committees as to minimum standards which those committees must meet in caring for transients. These regulations are perhaps somewhat too long to be read.

Senator COSTIGAN. They may be incorporated in the record.

The regulations referred to are as follows:

To the CHAIRMEN OF COUNTY ADVISORY COMMITTEES:

MY DEAR SIR: Instructions governing the use of funds made available by the Reconstruction Finance Corporation for the unemployed in your county are being sent to you in this letter. It is the intention of the Arizona R. F. C. Commission that the funds allocated to your county are to assist in meeting the needs both of local unemployed and transient unemployed.

The Arizona R. F. C. Commission wishes to make clear that no publicity is to be given to the fact that any of these funds are available for transient relief. To give publicity to this fact would, in the opinion of the commission, tend to increase the already heavy burden imposed upon the communities of the State. Nevertheless, it is clear to this commission that, quite apart from humanitarian reasons, and based solely upon the need for protecting life and property from hungry and desperate men and boys, some communities within this State will be obliged to set up a definite program for transient relief.

While the Arizona R. F. C. Commission desires to allow to communities the greatest possible latitude in meeting this problem in the way that seems best to them, nevertheless it is clear that these funds can not be expended in ways that would tend to create problems of sanitation, endanger the public health or undermine the vitality of the unemployed persons who pass through our State.

We, therefore, suggest herewith a few general principles which we request you and your committee to impose upon any local agency to which you may assign responsibility for transient relief.

1. Transients should not be locked for the night in buildings that are not fireproof.
2. Transients should not sleep in the kitchen in which food is prepared.
3. Toilet facilities should be adequate and clean. If open vault privies are used, daily treatment with chemicals is urged.

4. The cooperation of the county or municipal doctor or other local health officer should be enlisted to the end that he may arrange to make regular inspections of the quarters in which transients are housed or fed.
5. The committees should withdraw support from any shelter in which there is persistent failure to eradicate vermin.
6. Shelters or soup kitchens should be required to register each person served, obtaining at least the following information in each case: (*a*) name, (*b*) age, (*c*) permanent address. These facts may be needed by the Arizona R. F. C. Commission if it becomes necessary to request additional funds for this work later.
7. Running water should be available, either in the shelter itself or in a near-by place that is accessible to the beneficiaries.
8. Low unit cost of meals is desirable, but consideration should also be given to the nutrition values of the meals served. The Arizona R. F. C. Commission recommends that the advice of local doctors, nurses, or teachers of home economics be utilized with a view to devising sample menus, the unit cost of which will be the lowest consistent with maintaining health and bodily vigor.
9. The Arizona R. F. C. Commission deplores, but does not condemn the policy of requiring transients to sleep on bare floors. The allocation of Reconstruction Finance Corporation funds to the counties for transient relief presumably releases local funds that would otherwise have been spent on transient relief. The Arizona R. F. C. Commission recommends that county committees consider the possibility of utilizing funds thus released to obtain cots and blankets for the shelters.
10. Last winter some shelters utilized the full-time service of an unemployed barber selected from among the transients who, in return for board and lodging, gave free hair cuts at the shelter. The State R. F. C. Commission believes that an occasional hair cut or shave contributes materially to maintaining the morale and self-respect of unemployed workmen, and also makes them more presentable in applying for work. The Arizona R. F. C. Commission, therefore, commends to county committees the policy of providing this service in the shelters, if possible. The commission is obliged to point out, however, that the equipment needed to install such a service can not be purchased from funds made available to the counties by the Arizona R. F. C. Commission.
11. With respect to transient families, the Arizona R. F. C. Commission recommends that in every possible case, the family be given a few days' work pending the completion of arrangements by the county committee or its designated agency to return them to their place of legal residence.

Sincerely yours,

C. W. VAN DYKE, *Chairman.*
J. W. STRODE, *Secretary.*
H. A. CLARK, *Member.*
GRACE M. SPARKES, *Member.*
D. W. FOUNTAIN, *Member.*

Professor MCMILLEN. In December, when I met with this State commission, in Phoenix, we decided upon this course of action: In examining their requests for funds for January and February, we eliminated from the applications of the various counties, the amounts which they estimated necessary to serve transients. We did that because we were convinced that if we allowed that money to go to the county relief committee they would spend it to give more adequate service to the local residents and would continue to ignore transients. We decided we could insure something being done for transients only by keeping the money in a State fund to be administered by the State committee direct, and that was the policy we decided on.

As a matter of fact, the railroad police, in most of these places that I visited, go through the motions of ejecting these men from the railroad yards, but their hearts are really not in the job. They not only feel a sympathy for the men and boys, but also they feel so absolutely helpless in the face of the numbers involved.

Now, one other general statement about shelters, and that is that the great majority of them have very low standards. The dietetics are determined almost wholly on the basis of cheapness—cost as

little as possible—and also by the character of donated foods—second day bread, withered vegetables and other unsalable produce.

The diet is extraordinarily monotonous and consists for the most part of beans, bread, and coffee, sometimes with a stew instead of beans.

In a great many places there are no sleeping facilities of any kind. The transients can sleep in the kitchen on the floor around the stove, or in some of the religious organizations, they can sleep on the benches used for religious services.

On the other hand, there are, here and there, excellently-conducted shelters, but even in such a place as San Francisco, a large city, the shelter accommodations, I should say, are very primitive. The men never have an opportunity to have their clothes off, because the iron cots on which they sleep have only a piece of linoleum between them and the springs.

However, in my opinion, even if we had excellent shelters everywhere of high character it would not meet the most important problem, which is to provide for security beyond a day and a night and activities which would make for mental and social health, such as work for the older group and training for the younger.

So far as I am aware, there is no constructive effort anywhere in the United States, outside of the State of California, where they do have these labor camps fitted out at State expense. They were so pleased with the results last year that they have doubled their capacity this year.

Senator COSTIGAN. Have you visited those camps?

Professor MCMILLEN. I have visited three this last week.

Senator COSTIGAN. Will you advise the committee about the camps?

Professor MCMILLEN. The camps had a total capacity last winter of 3,300 and this winter they have a capacity of 7,000, which they are going to try to expand to 15,000.

In general these camps are located in the foothills and the men work six hours a day—that is, six hours from camp to camp, so that if it requires one hour to go to the place where they are working, the actual number of hours of work would be four.

Senator COSTIGAN. What is the nature of the work?

Professor MCMILLEN. For the most part it is protection against fire. They are building trails up which fire fighting machinery can be dragged and cleaning out inflammable underbrush, etc. They have kept statistics on the work which are available to this committee if desired.

The record shows that these men last winter accomplished a little more than had been accomplished the preceding year when paid labor had been employed for a similar purpose.

Senator COSTIGAN. What are the shelter conditions?

Professor MCMILLEN. They have utilized whatever shelter they could find. If there was an abandoned logging camp or an old store building which had been abandoned, they would take that over and fit it up and put it in shape to be used and they have built some new ones from the ground up.

Senator COSTIGAN. What is the camp supervision?

Professor MCMILLEN. Excellent, in my opinion. The forest rangers are in charge and in general they are men of some education

and also men of great ingenuity. They know how to do things with their hands.

I was struck by the fact that in none of the camps I visited had more than a dollar been spent for stoves. They had taken large empty oil cans and by making a hole in the top for the stovepipe and in the front for the door and setting them on brick foundations they had constructed stoves enough for their camps at a cost of less than a dollar a piece. They had made all of their own butcher knives in one camp. The prohibition agents cooperated with them to the extent that whenever they made a big raid they turned over to them the mash vats for use as water containers in these camps.

Senator COSTIGAN. Does that ingenuity indicate that the men in in the camps are trained?

Professor MCMILLEN. No, the leadership is trained. The men are not necessarily trained. They are recruited from all ranks of labor. Some are unskilled, some are skilled artisans, and some professional men, even.

Senator COSTIGAN. Out of work?

Professor MCMILLEN. Yes, sir. They are primarily for nonresidents on the theory that if California, as a State, would relieve the men——

Senator COSTIGAN. Are the men paid for their work?

Professor MCMILLEN. They are not paid, although last year those who stayed through to the end were given a small cash bonus when they left.

Senator COSTIGAN. Do you know how much?

Professor MCMILLEN. $5 per person. The cost per man per day was 54 cents last year.

Senator COSTIGAN. Are the men satisfied with these conditions?

Professor MCMILLEN. Those with whom I talked were exceedingly so, and here is one fact that seems to me rather significant. I visited, two or three weeks ago, one of these camps in Amador County, Calif., which had opened on November 1 and therefore had been open for more than two months. During that entire period only one man had left, although the camps are entirely voluntary and the men can walk out of them when they choose.

Senator COSTIGAN. Are there commissaries in the camps?

Professor MCMILLEN. Yes, sir.

Senator COSTIGAN. Is clothing supplied?

Professor MCMILLEN. Yes, sir, and tobacco.

Senator COSTIGAN. Anything else of which you think?

Professor MCMILLEN. I must say that whenever I saw a boy in the camps I made a special effort to talk with him because of the interest that I had in this problem as the result of my work for the Children's Bureau.

At a camp I visited in Big Basin——

Senator COSTIGAN. My question had reference to whether anything else is supplied. Is there medical or dental care?

Professor MCMILLEN. They have first-aid equipment in the camps, and then the State committee has negotiated with the adjacent county authorities for hospital care in case of accidents, but there is no resident physician. It is purely first aid.

I would say that the service consists of a medical examination to determine fitness——

Senator COSTIGAN. By whom is that made?

Professor MCMILLEN. That is made by the health authorities in the cities from which these men are shipped. In San Francisco, Los Angeles, Fresno——

Senator COSTIGAN. Then the men are only taken in through authorized representatives?

Professor MCMILLEN. They are not accepted at all at the camps because the State wants to be sure that those who go there are physically able to go and are not infected by venereal diseases or anything that would endanger the men in the camps. Then they are given their transportation from the place of recruitment to the camps. The State committee has negotiated special rates with the railroads.

When the men reach the camps, they are issued underwear. A great many arrive without underwear. They are issued underwear, socks, jumpers, and shirts.

Senator COSTIGAN. Are the men under no pledge to remain?

Professor MCMILLEN. There is nothing to keep the man from coming in one day and walking out the next, if he wishes.

Senator COSTIGAN. Do you know whether that occurs in any substantial way?

Professor MCMILLEN. No, it does not. The report published on the camps last year shows that a very large proportion of them remained right up to the day the camps closed.

I talked with an 18-year old boy in the camp at Big Basin. His attitude was touching. He told me he came from Mississippi and that he had been living around there amongst various married brothers and sisters and he had gotten to the point where he was definitely a dependent wherever he was living because there was no employment for him; so he had struck out, hoping to make his own way. He found it very tough going and when California opened up her arms and let him go to a camp where he knew he could eat and have a place to sleep, his gratitude was very great indeed.

I think those observations cover what I had in mind.

Senator COSTIGAN. The committee is much obliged to you, Professor McMillen.

The committee will recess until 2 o'clock and we will then meet in the room of the Committee on the District of Columbia in the Capitol Building.

(Whereupon, at 12.07 o'clock p. m., the committee took a recess until 2 o'clock p. m.)

AFTERNOON SESSION

The subcommittee reconvened at 2 o'clock p. m., pursuant to the recess.

Senator COSTIGAN. The committee will come to order. Miss McCall.

STATEMENT OF MISS BERTHA McCALL, DIRECTOR NATIONAL ASSOCIATION OF TRAVELERS' AID SOCIETIES, NEW YORK CITY

Senator COSTIGAN. Miss McCall, please give your full name?

Miss MCCALL. Miss Bertha McCall.

Senator COSTIGAN. You are director of the National Association of Travelers' Aid Societies?

Miss MCCALL. Yes.

Senator COSTIGAN. And your residence?

Miss MCCALL. Twenty-five West Forty-third Street, New York City.

Senator COSTIGAN. Your activities are in New York City, for the most part?

Miss MCCALL. For the most part; although, as director of the association, I travel over the country.

Senator COSTIGAN. Will you make a statement for the benefit of the committee with reference to the bill now under consideration?

Miss MCCALL. Yes, if I may speak on the whole question of the transient, as we see it, from the point of view of the Travelers' Aid Societies that have been organized for many years for this very particular thing. We have been giving very special attention during these last few years to this special problem of the unemployed transient because it has been increasing so tremendously. From the reports that are coming to our office at the present time from 123 cities where there are Travelers' Aid Societies in the United States, we are finding that the problem of the unemployed transient, including families, men, women, and young people, is increasing threefold, some of the cities reporting a 300 per cent increase in that problem.

Senator COSTIGAN. Since when?

Miss MCCALL. This is since 1929.

We became interested in this problem as a community wide need before 1927, Senator Costigan, because at that time the transportation methods began to change radically for certain groups in the country. Railroad travel had come to a peak but it began to fall off and automobile and bus travel came into existence to a very large degree.

The report from the Automobile Association is that there were 23,000,000 privately owned automobiles in 1930 and each one of those automobiles is a potential carrier for four and one-fifth persons in the country. The automobile transient now in these days of unemployment has become a very serious problem, the automobiles carrying the families with the father, mother, and anywhere from none to 11 children, from one part of the country to the other.

In looking at a group of 304 of these cases, we find that these families came from 26 different States in the United States and traveled as far as from California to New York and from New York back to California.

The men are increasing in numbers. The women, while appearing in figures not as great as the hordes of men, are increasing these last two years. In the first years of unemployment, families, we found, made every single effort that was possible to keep the girls and young men with the families. The first to go out to seek ways of living beyond the home were the boys.

Senator COSTIGAN. What causes girls and young women to take to the road within your field of activity?

Miss MCCALL. Within our field of activity, we are finding the major percentage looking for work some place else. If I may give a recent example, that of a young woman who traveled from a small town in western Pennsylvania to New York City because she had heard there were many jobs there for women and girls. She was only 19 years old and had hitch-hiked from this small town in western Pennsylvania to New York. When she arrived from a long period of not having enough to eat at home, she was thoroughly exhausted and

went to the police station asking for care. She was brought to the attention of the Travelers' Aid Society and, upon investigating the home conditions, the Travelers' Aid Society received a letter such as this, which I think may be interesting for you to have for your record:

JANUARY 13, 1933.

Mrs. C. B. WHITE,
Secretary Station Guest House, Travelers Aid Society,
New York City, N. Y.

Re S——, Pauline, 21 years.

MY DEAR MRS. WHITE: We have interviewed Mrs. Rose S., mother of Pauline. She informs us that they will be only too glad to have Pauline come home at once if she is able to do so. Mrs. S. has been ill and was rather distressed to know that Pauline had been in the hospital. The family is poor and therefore can not pay even part of the transportation. Mr. Frank S. is working in the mine two days per week but earns very low wages. He is paid in scrip and Mrs. S. says she has had no money for a long time. The family deals at the company store and have not really sufficient to take care of necessary food. Clothing is another hard problem and recently they have had to have assistance with clothing. Rent is $9 per month and this amount is first deducted from the husband's wages leaving only a small balance to cover all other needs.

Organizations here, including the county poor board, are simply unable to guarantee payment of transportation. In this case we are very glad to know that some arrangement may be made through the department of social welfare, in New York. Being ill the young lady can not, of course, return home by the highway as many able-bodied men do and we hope arrangements will be made for her return soon.

Another type of women that we are finding increasing is the mother of the family. The father stays at home to take care of the family and the mother goes, because there are certain advertisements in some city papers saying that women can receive for domestic help $15 a month.

The latest example that we had was one of a mother of seven children. The father was a miner in one of the mining towns. They decided to sell the only valuable thing they had, which was their cow, so that she had enough money to get into this large city. She did succeed in getting a place with a family at $15 a month and that way was sending back to that family the money that she was earning.

The great groups of families that are now on the road are causing tremendous concern to social organizations because we are finding that our money for relief in all of our organizations is so limited, our funds inadequate.

Senator COSTIGAN. Does your association by requests or otherwise endeavor to discourage these movements from one part of the county to another?

Miss MCCALL. You will be interested to know, Senator Costigan, that last year when this problem became so acute, and we were asked by the President's organization on unemployment relief to set up a plan that might be given to communities as a plan for transient service, we syndicated in newspaper articles throughout the United States as much information as we could about the lack of jobs everywhere and advised everyone to stay at home. We have had a great deal of cooperation and newspaper publicity on the needs for people staying within their own communities rather than going into the country.

I happen to be also secretary of the transportation committee, which is a committee organized by seven national organizations interested in case work with families and individuals. The purpose of this organization is to help agencies in communities work out the best

methods that they can, so that they will not be sending people on, as we call it, "the passing-on evil."

The letters that come to my desk as secretary of that organization indicate to me that social agencies in every community are faced with the great difficulty of what to do, especially with the automobile transients throughout the country because it is difficult to take care of them in their own community and to make a plan that would remedy this condition, because there is not sufficient money to see such a plan through. The cars in which they travel are so old and worn out that the money received from selling most of them would not send the people very far back on their way to their homes.

Senator COSTIGAN. Do automobile transients ordinarily come to your doors for assistance?

Miss MCCALL. They very frequently come to filling stations, to the police, and to various agencies. In many communities at the present time there is a plan so that other agencies in the community know that there is a central agency of specialized service, like the Travelers' Aid, to which they send such groups.

We do feel, however, Senator Costigan, that we are not beginning to touch in many places this problem since people know that there are so few things that we can do for them now because of lack of money, because they feel that they will need to be sent back to this place, which they dislike to hear termed as "legal residence," for they know full well there is nothing there for them. They would rather roam on and on.

We know there is a large group of transient families with children, and that these children are not being taken care of, not going to school, and that that is a very real problem for us—to be equipped with funds to take care of these.

Senator COSTIGAN. Do not the conditions about which you have been testifying represent a great expansion of your work over your earlier activities?

Miss MCCALL. They do indeed.

Senator COSTIGAN. Were you originally concerned with automobile travelers? I refer now to your association.

Miss MCCALL. No, we were not, because in the earlier days of the Travelers' Aid Societies practically all the people who traveled in this country traveled by railroads or came into this country by boats.

Senator COSTIGAN. It was the practice of your association to meet such travelers at the depot?

Miss MCCALL. At the depot and at the boats.

Senator COSTIGAN. Yes.

Miss MCCALL. Our service was practically a centralized service.

One of the great difficulties all communities are facing to-day is that the incoming of the strangers is a decentralized thing. They may come by bus, or by many roads by automobile, and so it is a very necessary thing to try to work out one centralized place for them to apply. Such a plan is being carried through in a number of communities and where there has been sufficient funds for carrying that plan through, we feel that we are having reasonable satisfaction with that plan.

Senator COSTIGAN. How is your work related in New York City to other relief work? How do you coordinate your work with that of other organizations? Is there much duplication?

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Senator COSTIGAN. How is your work related in New York City to other relief work? How do you coordinate your work with that of other organizations? Is there much duplication?

Miss McCALL. We hope there is very little duplication. Groups of representatives from various organizations sit together with a Travelers' Aid representative and they work out agreements whereby they will determine the kinds of cases that each one will take and determine what a transient is in that community.

Because of lack of sufficient funds, the New York Travelers' Aid Society determines the transients as the group or individual in the city three months. In many other cities, the Travelers' Aid Society agrees with social agencies that the transient is the family or group, or individual, within the city 1 year, 6 months, 3 months, 5 weeks, 6 weeks, 3 weeks, and so on, and the time varies according to the financial setup.

In one instance the welfare council has developed a small reference book which is given out to people that may be asked about where they should go and the transients applying for help are sent to the Travelers' Aid Society, to those social organizations, equipped for shelter and food.

In cities, such as Washington, Baltimore, Louisville, Milwaukee, Los Angeles, Boston, and so on, there is a central committee for service to transients, which consults about plans that are to be followed through, so that we hope there is as little duplication as possible under the circumstances.

One of the great difficulties we are finding aside from that of the financial difficulty is still the attitude that prevails in a great many communities and a great many States. Way back in our subconscious minds we dislike the strangers who come in and we think they do not merit any special assistance and this feeling has stayed in the minds of a great many people. Newspaper clippings come through, "Jobless descending on the town," "Boy bums," "Vagrants in hordes," "Gypsy families."

Senator COSTIGAN. Your reference is not to the attitude of your society?

Miss McCALL. No; but to the attitude of citizens of various localities. This reacts in the attitude of those responsible for allocating funds for services to people in need. Many States are first allocating funds for the need of resident families and then, if anything is left, for unattached residents and then, if anything remains, for the transients. There are, however, some places where this has changed and we are glad to say it is changing even more recently.

If there were funds, we think that there could be some place in the community program for rendering service to this whole group, families, men, boys and girls.

The reports that are coming for the Travelers' Aid Societies themselves as to budgets, Senator Costigan, I think may be interesting to you to know. In 1931 the aggregate budgets of Travelers' Aid Societies was just a few dollars less than $1,000,000 throughout the country. In 1932 the aggregate is coming to about $778,000, which is about 25 per cent less.

Senator COSTIGAN. How many societies are there?

Miss McCALL. That will be 123 cities, and they represent the largest cities of the country.

From the estimates we are getting it looks as if this budget decrease would be another 10 per cent in 1933.

In one city recently the budget of the community chest failed so much that in considering the allocation of funds for crying needs

they had to cut out practically the whole service to transients in that community, not because they did not see the value, but because they had to take the funds that they had for the group of people in their own community as it was estimated that one out of five in their own community were in need of relief.

Senator COSTIGAN. What provision do you make for transients in New York City?

Miss McCALL. The New York City Travelers' Aid Society is the only T. A. at the present time which maintains a guest house, which means that they can accommodate 18 to 21 women and girls and some children. The transients are housed, given medical care by responsible agencies while the Travelers' Aid Society determines what plan can be made for these transients. They work very closely in connection with the Department of Public Welfare because of the transportation back to the place of legal residence. This same plan is used practically in all of the cities where travelers' aid societies are functioning.

Senator COSTIGAN. How long do you extend this care to particular transients?

Miss McCALL. Until we can determine where the transient is going to make his residence.

Senator COSTIGAN. The facilities indicated by you do not seem to compare with the figures as to those who are in the transient group.

Miss McCALL. They do not.

Senator COSTIGAN. What happens to the transients whom you are not in a position to accommodate?

Miss McCALL. Many of them get on the road again and keep mulling about, and that is one of the reasons why we have this great group. If we could work out in all of the communities of the United States a more or less uniform plan—a plan that would fit that community with some sound method of handling the situation, with adequate funds—we feel that part of this moving about could certainly be stopped. We believe that it can not all be stopped because this is a country where mobility is one of our specializations. There will be always those who feel some other place is better than the place in which they live.

Senator COSTIGAN. Do you distribute the transients whom you are unable to afford shelter to among different relief agencies for the night?

Miss McCALL. Yes.

Senator COSTIGAN. Before they are moved on?

Miss McCALL. Yes; the Salvation Army and the Volunteers of America, or any other organization that is equipped for housing; the Y. W. C. A. and private boarding homes, especially private boarding homes for the boys, the other groups to-day.

We feel, Senator Costigan, that one of the sources of this great moving about the country is because of the lack of work relief or direct relief to the single, unattached resident. In every community relief is given to families, but the group of single, unattached men and women are discriminated against and many of them start out on the road.

Recently, in a small community, 15 men walked into the office of the community chest and said, "We have lived in this town for a number of years, all of us. We have no families. We have not worked for two years. For the last year we have lived at the Salvation Army. We do not think it is fair to the Savation Army, and

they can not keep us longer. You are discriminating against us in the relief. We can not get any work relief here or any direct relief. What are we going to do? Are we going out on the road with all the rest of the transients?"

It is a very serious question. This community had set up a plan which it might have carried through if it had had the sum of money it needed.

There is another point I wish to speak about, Senator Costigan, if I may take a few moments for that, and it is the thing that is happening to the spirit and the health of all these people, to the whole family and to the individuals. I think that was touched on very well in speaking of the boys. We are also finding this with the families, especially with the children. In looking over cases of these 304 families that I spoke of before, where 48 per cent of the individuals in those families were young children, 40 per cent of that 48 per cent needed very definite medical care because they had not received the kind of care and food that was essential. They were all undernourished.

Aside from that, as these people go from place to place, where there is unemployment, and where citizens do not feel that they can do much for them, except pass them on to the next place, they do lose that, which we think is so necessary in a nation like our own, where people do have a pride in maintaining their independence and having their own homes; they see that they can go on and that there is nothing for them to do, so they become listless and they keep on going.

We feel that the breakdown in morale and health is one of the most serious effects of the whole transient movement.

Communities are equipped for taking care of their own in hospitalization, but they are finding added need for taking care of transients and so are facing a drain on their own facilities for that.

We feel very distinctly that there are plans that can be used for transients. It is necessary for the welfare of the country, for the welfare of each community, to make such plans and we hope that when Federal relief is given there can be a part set aside with a definite plan for transients. Heretofore, most of the relief has been in a general relief fund, and a great many people feel that special emphasis on funds for transients will attract transients. One of our cities that has had a very special arrangement since 1927 says very distinctly in its second report:

> The fact that we have had a definite plan has meant that we have not had the people who do not care to have help apply to us and we do not feel that the transient has increased but that we have been able to give very definite and worthwhile help to those who want and deserve constructive service.

So that if any plan for service to transients is made we feel that in the relief a very definite idea should be that some of it will be for transients.

Senator COSTIGAN. Do you feel that transients are being adequately cared for? Much has been said about what is being done for them. Are you conscious of inability to assist great numbers of transients?

Miss MCCALL. Yes; we are exceedingly conscious of it. We have some ideas of what might be done but because of the lack of facilities we know that here is one group that is getting into the most difficult situation of any of our groups in the whole country.

Senator COSTIGAN. Do you feel that the State and the Nation are paying a price or will be required to pay a price for their inability to deal with this problem?

Miss MCCALL. Decidedly; and I think we will find within the next 10 years that the price has been much greater than we had any idea of paying.

Senator COSTIGAN. Thank you very much.

STATEMENT OF MISS MARIE C. JUDGE, BALTIMORE, MD.

Senator COSTIGAN. Miss Judge, please give your name and address to the reporter for the record.

Miss JUDGE. My name is Marie C. Judge, and my address is 10 East Franklin Street, Baltimore.

Senator COSTIGAN. What is your connection with the Travelers' Aid Society?

Miss JUDGE. Executive secretary of the Baltimore organization.

Senator COSTIGAN. Have you been connected with the organization for some time?

Miss JUDGE. Nine years.

Senator COSTIGAN. In Baltimore?

Miss JUDGE. Yes.

Senator COSTIGAN. Will you state for the benefit of the committee any facts within your knowledge or any conclusions with respect to the proposed legislation under consideration by the committee?

Miss JUDGE. That there is great need goes without saying on my part.

The social work set-up in the city that I am familiar with has undertaken for the last seven years to provide for what has been an increasing group, continually increasing group, of transients, including families, women alone, men, children with women and families, and then that large and constantly growing group of transient boys, transient youth we call them.

The private agencies have succeeded in caring somewhat adequately for most of this group, except for homeless men, which group has grown so enormously that muncipal aid is now being used.

We all see the need during this coming winter for increased financial assistance from some source for caring for all of these groups as the numbers are increasing tremendously.

Senator COSTIGAN. Where is your financial assistance now secured?

Miss JUDGE. The private agencies in Baltimore are entirely obtained by a community fund which collects private funds.

Senator COSTIGAN. Raised by the community chest, or something corresponding to it?

Miss JUDGE. The community chest; yes.

Senator COSTIGAN. Does Baltimore donate any municipal funds?

Miss JUDGE. To the care of homeless men, yes.

Senator COSTIGAN. There is nothing done for homeless women?

Miss JUDGE. They are all cared for still on the basis of the private agency, but all these agencies have already spoken for further municipal assistance, or are about to speak; whether it will have to be extended further for State assistance we are not yet prepared to say but we are very much afraid.

Senator COSTIGAN. Has the State done anything in this field?

Miss JUDGE. No; not up to the present time.

Senator COSTIGAN. Has any application been made for Federal funds for relief of the unemployed of the State of Maryland or the city of Baltimore?

Miss JUDGE. Not so far as I know.

Senator COSTIGAN. Have you any other suggestions, Miss Judge?

Miss JUDGE. I have one idea that comes out of listening to the discussion this morning with regard to camp provision for the large numbers of transients throughout the country. It seems to me, as I look at the thing, always of course from the experience in our city, that the social-agency care, which, plainly speaking, is an individualized approach to this problem, is by far the best, and ought to be extended to its largest possible limits. Municipal aid and even State aid might well be given to those agencies to do this general type of care which from long experience they have been able to work out for this group, which means studying where they come from, if they can go back, and the State establishing them through agencies in those cities. If every possible extension of private agency and care will not give individualized care to all these groups, some camps of some sort or another may be necessary, but it seems to me that the extension of the social agencies which have been long experienced in this care is by far the most necessary thing to push to its utmost limits before we go over into the adoption of camps. That is about the only general suggestion I have, Senator Costigan.

Senator COSTIGAN. Thank you, Miss Judge.

STATEMENT OF WILLIAM H. EVANS, LOS ANGELES, CALIF.

Senator COSTIGAN. Mr. Evans, please state your name, residence, and occupation to the reporter for the record.

Mr. EVANS. My name is William H. Evans, and my residence is 707 South Hill Street, Los Angeles, Calif.

In making this report to you, I make it on behalf of myself and Judge Ben Lindsey, of Los Angeles, who flew here to testify but was recalled to Los Angeles.

In the last two years Los Angeles being more or less of a terminal for the migrating hordes coming from the East, it has been somewhat of a trial and tribulation to us out there and we have had to, or have been forced to, find ways and means to take care of these people.

Two years ago we worked out the plan of sending them into the camps, into the forest sections of the State, and we now have several of these camps in effect. However, we found that so many of these youths were not available to these camps because of their health conditions, and we found that about 72 per cent of those arriving applied in the first week for aid of some kind.

The judge himself, as a well-known public man, found many of these people in his office, some of them asleep awaiting his attention, and that caused us to make some kind of an investigation for the purpose of placing these youths at work.

We have suggested a plan that might be adopted throughout the United States, and particularly in the western part, whereby if Federal aid can be given to the different States these boys and young men can be grubstaked and placed in the State forestry camps for the purpose of cleaning up the jungles, and these camps could be developed through the coordination of the War Department, and a large number of men could be put to work, not entirely upon a charity basis, but doing something really worth while.

We have also investigated a plan by which large numbers of them can be placed in the placer claims of the Western States, and many of them are going there now voluntarily, making sometimes from 50 cents to $3 or $4 a day.

We have consulted with Mr. Reik, head of the Bureau of Mines here, and he advises that it is practical to establish camps in the districts where placer mining is available and grubstake these boys to go out into the placer mining territory and to produce gold.

The two plans we submit to the committee for consideration and for study as they are in our opinion practical and would employ these youths in such a way that they will produce something in the way of national wealth and will not feel that they are charity patients.

Also, many of them would find ways and means by which they later on would become citizens of those territories.

Senator COSTIGAN. You have in view a program to be adopted provided Congress decides to legislate with respect to the transient problem?

Mr. EVANS. It can not be done at the present time without Federal aid. If Congress will adopt such a thing as the Cutting bill, then such plans as this could be put into effect.

We believe that such a bill is a very necessary thing due to the fact that so many of the agencies now attempting to take care of transients have no way of raising money for that purpose.

The CHAIRMAN. Are there some papers you desire to file with the committee?

Mr. EVANS. We would like to file the report of the Bureau of Mines on small placer mining which, by the way, is almost out of print from the great demand that has come throughout the Nation for it, and they are getting out a new circular which they will have out shortly.

We also wish to file a letter here that has been addressed to the President elect by Randolph Walker, one of the men interested in this plan.

Also some telegrams from such men as L. V. Morford; letters from the head of Sears, Roebuck & Co., Mr. Ward; a letter from Mr. Heckscher and one from Mr. Brisbane, who have made some investigation of this matter and believe that it is a feasible plan to work out.

Senator COSTIGAN. The committee will take under consideration the advisability of printing these various communications.

Is there anything further you wish to suggest?

Mr. EVANS. No; although I would like to leave with you one thought, Senator Costigan, and that is, that in supplying aid to the different States it might bring about further transient traffic, so to speak. For instance, if the people of California were denied this aid to their people, who could cross the border and receive it from the State of Nevada, or the people of Nevada were refused this aid and could go across the border and get it in the State of California, such local differences might cause a great deal of transient traffic. That should be avoided in working out the plan.

Senator COSTIGAN. Thank you, Mr. Evans.

STATEMENT OF MRS. MARGARET FORD, EXECUTIVE SECRETARY TRAVELERS' AID SOCIETY, WASHINGTON, D. C.

Senator COSTIGAN. Mrs. Ford, you are executive secretary of the Travelers' Aid Society of Washington, D. C.?

Mrs. FORD. Yes.

Senator COSTIGAN. Have you information to give the committee with respect to the problem under consideration?

Mrs. FORD. I have had some experience with transients, which probably is the same as you have heard from others at these hearings.

In Washington, we have charge of the transient families, women and minors, as well as certain of the boys under 21 who have been in Washington less than a year.

I have had some experience in Virginia, Georgia, and South Carolina, also as field representative for the National Association of Travelers' Aid Societies. I should say the problem, as you have heard it told several times, is similar everywhere. Families, boys and girls who, during normal times, would be at home, are now wandering over the country because of unemployment and unstable conditions, and their problems grow more serious every day.

Three, or even two years ago, these families could be adjusted quite easily in the majority of cases but within the last year it is becoming almost impossible, because of no legal residence and the loss of resources in every place, to make proper adjustments for these families.

I did not know that I was to make a statement, Senator. I understood I was expected to supplement by answering some of the questions on statements made by my national groups.

Senator COSTIGAN. Did you hear the testimony given before the committee this morning?

Mrs. FORD. No; I have not heard the testimony and did not realize I was supposed to be here, so it makes it a little difficult for me to know what is desired.

Senator COSTIGAN. Are you in a position to advise the committee as to the extent of the transient problem in Washington as distinguished from other cities?

Mrs. FORD. We find the transient problem in Washington utterly beyond private resources for adequate care. Of course we have no recourse to public funds other than for transportation through the Board of Public Welfare. We have a standing case load of about 270 families, 50 to 60 boys and 25 to 30 single women; that is, as they come and go our case load each day is approximately that number.

Senator COSTIGAN. Is there anything exceptional about Washington which brings transients here?

Mrs. FORD. I would have said so until I began to travel through the southern States where I found that every community is an exception in one way or another. In Washington the families come thinking they can get a solution for all their problems through their Senator, Congressman, or the President. Or they have seen publicity telling of the building program in Washington and are sure they will find work.

We find we are having a very much higher type of transient family than ever before. Professional people, physicians, lawyers who for one reason or another have lost their practice, their homes and have gotten down to no resources at all—their morale broken or at low ebb.

Senator COSTIGAN. They are without means?

Mrs. FORD. Without any means, without anything, and usually their friends and relatives are in the same predicament.

Senator COSTIGAN. What care do you provide for such people?

Mrs. FORD. We accept the families, place them in lodgings, usually light housekeeping lodgings, furnish groceries and take care of them while we try to determine legal residence or make the adjustment which seems best in each case. Boys, girls, and women are cared for in lodgings, usually private homes.

As I said before, we are beginning to run into real difficulties because so many have been traveling for so long a time they have no legal residence anywhere. No community can retain all the families who have no legal residence anywhere, and yet there is no place to send them.

Senator COSTIGAN. Do you feel that you are adequately meeting the transient problem?

Mrs. FORD. We are very inadequately meeting it, not because of lack of understanding and sympathy of the community, but because of a lack of finances. We have been able to meet the relief needs during the past year but as far as I can see we shall be unable to meet these needs from private funds during 1933. The problem is increasing rather than decreasing.

Senator COSTIGAN. Do you regard the problem as local or national?

Mrs. FORD. I think it has to be national. It has to be intercity, interstate, and therefore national in its scope. Whether or not it should be taken care of financially in a national way, I am not able to say, but I do know that there should be a national program to adjust the problem. There is no community, at least none of which I know, which is able to cope with the problem satisfactorily.

Senator COSTIGAN. What is happening to people who are not assisted beyond merely temporary shelter and assistance?

Mrs. FORD. It depends upon the families and individuals, and resources for their care. The boys for instance are gradually growing harder and more difficult to adjust. They are joining the professional group of homeless men; they are becoming diseased; crippled; are growing accustomed to the road and if employment were offered many of them would not accept it. They have grown accustomed to the life of the road or feel there is no place for them anywhere.

While I was in Raleigh, N. C., not long ago, one boy 14 years old with a broken back, his death expected any minute, and two boys each with a foot severed by freight trains, were in the hospital. While there I saw a train with not less than 50 boys on it. The station master told me that very conservatively speaking not less than six boys were killed or injured every day in North Carolina on the railroads. That is the condition everywhere. Boys are being crippled and diseased or worse. In one city which I visited, two boys were in the death cell because of a murder having been committed in the group of men with whom they had been associating. These are typical of many other cases.

Senator COSTIGAN. Your conclusion is that these conditions strike directly at health and character?

Mrs. FORD. Yes; very definitely.

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Senator COSTIGAN. Thank you, Mrs. Ford.

The committee will recess until to-morrow morning at 10.30 o'clock and will then meet in room 212, Senate Office Building.

(Whereupon, at 2.50 o'clock p. m., the subcommittee took a recess until to-morrow, Tuesday, January 24, 1933, at 10.30 o'clock a. m.)

RELIEF FOR UNEMPLOYED TRANSIENTS

TUESDAY, JANUARY 24, 1933

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON MANUFACTURES,
Washington, D. C.

The subcommittee met pursuant to recess of yesterday, at room 212, Senate Office Building, at 10.30 o'clock a. m., Senator Robert M. La Follette, Jr. (chairman), presiding.

Present: Senators La Follette, Cutting, and Costigan.

The CHAIRMAN. The committee will come to order.

STATEMENT OF NELS ANDERSON, INSTRUCTOR IN SOCIOLOGY, COLUMBIA UNIVERSITY, NEW YORK CITY

The CHAIRMAN. Please give your full name, address, and your position.

Mr. ANDERSON. I live in New York and I am instructor in sociology, Columbia University.

The CHAIRMAN. I understand that you have given special consideration to the transient problem and have attempted to gather information about it. The committee will be grateful if you will proceed in your own way.

Mr. ANDERSON. I am very much interested in this problem, Mr. Chairman, and I have been identified in a research way with it for 10 years or more. What I want to report on to-day will be a census that has been attempted recently of the homeless in the cities of the United States, covering January 9, 10, and 11, of this year.

This census was carried on with the cooperation of the following national agencies: The Y. M. C. A., the Y. W. C. A., Jewish agencies, Travelers' Aid Societies, Salvation Army, community chests, Council of Family Welfare Associations, and the National Urban League. The returns of this census are only coming in now, and perhaps will continue to come in for a week or 10 days; and what I am presenting to-day is only a hasty summary, up until last evening, of such agencies as have reported. The remote places are not being reported as yet, except sparsely.

The CHAIRMAN. Will you transmit to the committee any additional information that may come into your possession?

Mr. ANDERSON. I shall be glad to do so, Mr. Chairman. I have taken the liberty of classifying the cities according to size, because I think that is important for this report.

The cities that we have heard from report a total of 256,124 persons, which seems to be about one-fifth or one-sixth of the homeless and transients in the United States. I will give you a list of the

cities that have reported. Eighty-nine of the ninety-three cities of 100,000 population and over have reported. These cities, I think, total 36,000,000 of the population. Those cities are about 50 per cent reported; and by 50 per cent I mean that in many of those cities that have reported the men sheltered in public agencies, and in some of the cities only one or two agencies have reported. Fifty cities of 50,000 to 100,000 population have been reported.

The CHAIRMAN. What percentage is that of the total number of cities?

Mr. ANDERSON. That is around 50 per cent of the cities of the 50,000 to 100,000 class, and there are 6,000,000 people living in those cities. Many of the cities that I am going to speak of are small and are mainly reported sometimes only by isolated agencies. In some large cities we have as many as four and five reports which we have checked against one another. Many cities have reported through a central source, and that makes the returns quite valid and revealing. For instance, Chicago has reported 32,000, represented as sheltered during those three days. Next is New York, 16,800; Pittsburgh, 13,100; Detroit, 11,000, and so forth. We have, I suppose, in all 40 cities that have reported through their central registration bureau. I will say a word later about those central registration bureaus. It seems to me that most of them are agencies that have organized to exclude transients. These local clearing agencies have seen the necessity for caring for local cases first and so have created the central registration bureaus, through which all men must pass, and by means of which transients are most efficiently excluded.

As to the cities of 5,000 and 10,000 population there are 851, of which only 52 have reported. There are 6,000,000 people living in those cities. Cities under 5,000, or incorporated places under 5,000, total 14,765. There are only 12 of those reported. There are 44,000,000 people living in rural areas and villages and other unincorporated places. This census reveals that 70 or 80 per cent of the agencies serving the country are in cities of 25,000 population or more, which were confined, very many of them, to north of the Mason and Dixon line or east of Chicago in the Great Lakes area, in industrial areas of the United States, perhaps one-fourth of the area of the United States.

As to the cities of less than 10,000, very few have reported, and it is very likely that the men sheltered—however numerous they may be—are being cared for in the police stations and other public agencies, or are panhandling.

Concerning agencies reporting, I would add some details which will indicate the completeness of the study. The Salvation Army in the United States has 1,351 branches, and to date only 264 have been heard from. The Salvation Army returns are slow to arrive because of the necessity of reporting first to the territorial headquarters, which happen to be Chicago, Atlanta, and San Francisco. These returns are being gathered there and forwarded to national headquarters in New York. I have great faith in the reliability of those returns, and I think they are going to be very revealing. We have received only so far returns from the eastern territory, which is east of the Ohio and north, about Washington—I think north of Baltimore. So far the Salvation Army's 264 branches have reported

39,800 persons. In all likelihood when many of the branches have been heard from we will find that 150,000 to 180,000 persons are being sheltered, and it may be higher in the South and West where in many places the Salvation Army is the only agency caring for transients.

The most complete returns are from the Travelers' Aid societies, and in most cases they are more revealing. Seventy-seven of the 102 branches have responded showing a total of 2,148 persons sheltered, of which 90 per cent are transients. These include 136 men over 21. Most of these are under 30, and that is also true of the women, of which there were 1,336. The Travelers' Aid also reports caring for 917 boys and 491 girls during the 3-day census.

Of about 200 Jewish agencies, 55 reported a total of 1,257 persons sheltered during the three days of the census. The recent survey of the Jewish homeless estimates there are in the United States about 10,000 homeless Jews, of which 10 per cent to 12 per cent are under 21 years of age.

In the figure for Jews, we have a pretty accurate check on total homeless. They have been trying to get their estimate for a long time.

One hundred eighty-six of about 1,000 branches of the Y. M. C. A. reported a total of 6,418 persons. Ordinarily the Y. M. C. A.'s do not shelter the homeless persons except in a few of the larger cities.

As for the Y. W. C. A., there are about 500 branches that are likely to do this kind of work and 117 have reported a total of 2,317 women.

In each of these cases, I was too rushed to get the figures on the number under 21, but I think it will be high, perhaps 20 per cent to 30 per cent in these agencies.

Sampling some of the agencies reported shows that about 50 per cent of the larger cities are reported and these only partially. The result is rural agencies and States without large cities are poorly represented. Among the States scarcely represented at all are Idaho, Montana, Nevada, New Mexico, North Dakota, Vermont, Delaware, and Wyoming; Utah and West Virginia being reported for but one city each.

Among the 256,000 homeless persons reported there were 11,323 women of whom about 35 per cent to 40 cent appeared to be under 21. In some cases they did not estimate age because the figures were lumped.

I think if a problem of the homeless man is challenging, the problem presented by the transient woman is much more so. For one thing, the problem of homeless women is more recent, and also there are fewer facilities for these women. Agencies are not set up to take care of them. I am sure that five years ago we would not have found 10 per cent of that number of transient women.

A conservative estimate, based on the present census, would place the number of homeless in the United States at the present time at approximately 1,500,000, and about 50 per cent of these are in and about the 892 cities of 10,000 population or more, of which only 356 were reported, and in which are found more than 90 per cent of the agencies serving transient and homeless persons. That, of course, means private agencies, not public, because police stations are found

practically everywhere, and probably that is the most used place where the private agency does not exist.

The CHAIRMAN. May I ask whether that estimate of the total takes into consideration the fact that apparently you have had very few reports from the Southwest and the West where there is a very large transient problem?

Mr. ANDERSON. Yes; I am thinking of the Southwest and the West and the South in making this report. I think the estimate is very conservative and you might push it up a little higher, but I hesitate to do that now. After, when we get the rest of the Salvation Army branches reported, we can make an estimate based on cities of 5,000 or under in which there are many branches of the Salvation Army and where that will be the chief agency reporting.

Senator COSTIGAN. What portions of the country are, and are likely to remain, untouched by your census?

Mr. ANDERSON. All portions of the country where there is a paucity of cities because unless there be a large city to appeal to we can not get any returns and that would leave New Mexico, Arizona, Idaho, Montana, Wyoming, and cities in those States would be left untouched. In those States there is a great deal of transciency and most of the homeless men there would be transients, and they would be living off the community, foraging in the main.

Senator COSTIGAN. Have you any reports from the rural areas, generally speaking?

Mr. ANDERSON. None. I do not know how we can get them unless we get them from people who have visited these areas, and we have not done that.

The CHAIRMAN. What distinction do you make between the transient and the homeless man?

Mr. ANDERSON. Only the distinction that one is going.

In the city of New York, where I am fairly well acquainted with the problem, we have right now perhaps 20,000 homeless persons, but there would not be any more than 20 per cent of them that are transients, that have been in the city less than a year. They may not belong in New York any more than anywhere else, but they have recently come from some place.

Senator COSTIGAN. By "homeless person" then, as distinguished from "transient person" you mean a resident who has become homeless?

Mr. ANDERSON. We have in many of our large cities men who have not had a home for 20 or 30 years. The nature of that population changes from city to city of course. Until we have finally heard from the Salvation Army, as I have said, we can not make an estimate about these other places.

Let me add one more item relating to numbers of homeless that is not altogether unimportant. Figures that I have been able to get indicate that in good times, when the casual and seasonal labor market is booming, about 75 per cent to 80 per cent of the homeless, migrating workers, and I say homeless, migrating workers because there is always a residue in every large city that are unemployable, but the migrating men are as a rule workers, and seven to eight out of every ten are employed much of the time, or living on their earnings when not employed. The rest are dependent all or part of the time. At the present time, these figures seem to be reversed, 75 to 80 per cent being unemployed and only 20 per cent to 25 per cent being employed at seasonal or casual work. Thus, we would have to add this number to the total homeless population, although they are not at the moment in the breadline.

This would bring my estimate of homeless in the United States up to nearly 2,000,000. I have, at other times, estimated 3,000,000, which is probably too high. The estimates run from 2,000,000 to 5,000,000, so I am giving you a very conservative figure here.

An attempt was made to get the agencies reporting to get the number of persons in their communities not sheltered, and it was found that most agencies failed to make such estimates because of the likelihood of unfavorable comment or publicity, and so I will not read the names of any cities that did report. Most cities do not like to report this because they might be misunderstood.

Cities that have central clearing bureaus, to which all the information goes, do not hesitate to report the number of persons unsheltered. Some of those reporting indicate as many as 2,000 sleeping out or living in the so called "shanty towns," or "Hoover villas," of which there are a number in every city. New York has perhaps more than 2,000 men living in these shanty towns and sleeping out. In all, but 16,700 such persons were reported.

As incomplete as the census returns are, they do reveal that the problem is large and pressing; that most of the cities have adopted a policy of "pass them on"; that services are mainly limited to temporary relief; that there is an increasing number of young persons. Of the 256,000 persons reported, the age classification was not included except for about 54,000; and of the 54,000 reported for age classification, there were 11 per cent boys under 21.

An interesting thing about those figures is that the percentage varies from State to State very radically. For example, Massachusetts reports but 1.5 per cent boys under 21; Illinois 5.3 per cent boys under 21; California, 40 per cent boys under 21; Michigan, 7.2 per cent boys under 21; New York, 1.6 per cent boys under 21; Ohio, 19 per cent boys under 21; Pennsylvania, 6.7 per cent boys under 21; Texas, 58.9 per cent boys under 21; Washington, 80 per cent boys under 21 and Virginia, 51 per cent boys under 21.

There is an explanation that goes with the above percentages. In the large industrial cities, the boys are often not reported because they are panhandling on the streets. Often they have left those places to go west or south in search of work, and they tend to pile up in those remote places such as California, Washington, Florida, and Virginia.

I have no desire to detract from the emphasis that has been placed on the needs of boys. I only want to add that there has been too little said about homeless transient women. The census reports so far indicate that whereas 11 per cent of the homeless reported are boys and transients, no less than 6 per cent to 8 per cent are women with the same age groups, and for these there are fewer facilities, and I want to repeat again what I said before, that there are fewer facilities for women and this type of transient person is increasing perhaps more rapidly than the number of boys. We have always had boy transients but never worried about them until the last two or three years. We built up our West on boy transients.

I have studied a group of several thousand homeless men to find out when they left home and find the medium age is about 19 for whites and 17 years for the colored. We have no comparable information on the women.

In conclusion, I want to say something about the types of persons included in the homeless population. First, about age, it seems that in the large urban centers in the East and North that the medium age is higher than in the smaller places in the South and West. In the cities of a million or more, we find that the medium age ranges from 40 years to 42 years. As we go out to the smaller cities, of less than 100,000, the medium age ranges from 28 years to 34 years. The road draws out a younger, more able-bodied type of person. Older men stay in the large cities.

In these outlying places also we found that the median education, or the grade to which these people have gone in school, is much higher. In New York it is around the sixth grade. It is higher than that in these remote places. In New York we have, I think, less than 2 per cent that have been to college, but when we get into the South and West we find as high as 6 per cent that have been to college. In New York we have 10 per cent to 13 per cent—I have forgotten the exact percentage—who have been in high school.

In Texas, California, and the Southern States the percentage that have been to high school goes up to about 30 per cent.

With respect to nationality, we find that in the large cities the percentage of foreign born is higher, and that these people that are wandering in the more remote places are up to 80 per cent and 90 per cent American born. In New York, for example, about 40 per cent to 41 per cent or 42 per cent are foreign born or the children of foreign born.

I think that covers, so far, what I have been able to get out of these reports. Much more would come out later, I think.

The CHAIRMAN. The committee will appreciate it if you can give us any further information that may come in and, if possible, send it to us in tabular form.

Senator CUTTING. I understand that the estimate of 1,500,000 to 2,000,000 is your estimate of the total number of homeless?

Mr. ANDERSON. Yes.

Senator CUTTING. I call to your attention the point that under this bill a transient is defined as an individual within the borders of a State other than that of his legal residence, unaccompanied by the members of his immediate family. Have you any idea of the proportion of the total estimate which would come under that definition?

Mr. ANDERSON. No; because it would vary from State to State. I have tried to find that out and I have received from cities in different States estimates and I would say that in a State such as Florida or Texas not more than 40 per cent belong locally. They may be transients as far as the local community is concerned, but belong in the State. The local community would consider them transients.

I have tried to work out the areas over which these men roam and it seems that they do not roam over large areas.

In Cincinnati, for example, I tabulated some 11,000 men sheltered by the Salvation Army and most of them, if they did not come from Cincinnati itself, came from points less than 500 miles away.

Remote cities that have not got a very populous hinterland will draw from remote places. Jacksonville, for example, out of 6,000 sheltered by the Salvation Army had about 25 per cent to 30 per cent from around New York, but New York draws less than 20 per cent of its people from areas more than 100 miles away or 200 miles away, I would say, and a very small number come from 500 miles away or more. I can not say for other States. I do not have the figures, but this census is bringing in some very interesting returns.

As a rule, it is only the occasional person, perhaps every fifth one, that takes these long jaunts. He is likely to stay within his State, if it is a large State like Texas, or right around close to home, and will likely return there ultimately. I do not know whether that answers your question.

Senator CUTTING. Yes, it does, in a general way.

Have you any feeling about the obligation of the Federal Government with relation to this problem?

Mr. ANDERSON. Well, I have for the man who can not apply to any local community. Now, as the number increases and the pressure upon local relief becomes greater, local communities are going to attempt more and more to adopt more stringent attitudes toward the stranger. Even New York that ought to be an open-minded city, is very anxious to exclude strangers.

Private agencies are very limited in their resources. Public agencies will only shelter them one night and they must go out and panhandle.

I do not know about other cities but, as far as I can find out, if I went on the bum tomorrow I would be passed on, if I went to agencies, perhaps, in the year, from 50 to 100 cities. I would get no agency relief anywhere. That means I would become an intercity problem and the only way to check the problem is to ship me back to my own town, provided I had a home there. I would be an interstate problem and I think that the interstate problem is increasing very rapidly.

These men were just as much of an interstate problem when there were jobs but did not bother us because they went from one job in one State to a job in another State and they functioned in an interstate labor market, over which we have assumed no control, but they took care of themselves more or less. Now they can not.

I see no answer except a Federal answer. I do not know which Federal answer, but it must be, as I see and as I have agitated for a long time, a national responsibility.

Senator CUTTING. The argument has been made that Federal aid to these people would encourage vagrancy. Do you think there is anything to that?

Mr. ANDERSON. I do not think anybody can say what encourages vagrancy or what stops vagrancy. I do not even know what vagrancy is. Is a man a vagrant because no agency will take him in and then he goes out and panhandles?

It may be, as some have thought, that a camp set up in one State would draw men from another State. I have no way of knowing whether that is true, but I can not see that it does. I think the experience of some cities, in so far as they have tried to check on it, is that there is no evidence that anything you do for men in one place attracts them from another.

I have been studying the history of the problem in New York City and in every discussion that arises they have pressed this charge as the chief argument against giving any kind of relief and I have never seen anywhere that giving relief one place does attract men from other places. It probably does to a limited degree. I do not know who can know that any more than I except upon the basis of some such survey as this. They are guessing, and you have no answer except another guess.

The CHAIRMAN. The testimony taken by this committee seems to indicate that the lack of funds for relief purposes falls heaviest upon those who are unmarried and have no dependents. Would it be correct to assume that that situation has contributed to the increase in the number of persons who are drifting?

Mr. ANDERSON. I have no statistical data and I know of none except isolated cases, and I think our conclusions will have to be based on our judgment wholly. I do not know where to get such figures.

I did hear only recently that there is an increase in the number of paroled boys that are leaving home because they can not find work. If we could get those figures, they would be worth something.

I can see why a local community would put a single person at the end of the bread line and why he would lose patience and not want to stand there until the bread line shortens. This is probably what he is doing; he is leaving because there is every inducement for him to leave. This same community that unwittingly thrusts him out may be feeding another young man from another place while the local boy is being fed by the next town where he is a transient. He will go from town to town, developing into a vagrant. We have nothing on the quantitative side of this problem. We do not know what is happening to a man as he is being sent by these agencies, or being forced from one town to another town.

I think that, normally, it is not a serious problem if there is work, but this is the first time in the history of this country that young men have gone out and have found themselves up against the wall as far as work is concerned, and if they have any serious desire to go to work they are going to be disappointed again and again, and it may be that the very factor of unemployment may make vagrants out of them in time because they find the necessity of making some kind of a psychological adjustment. If they do not do that it is too bad for them; they are broken and they will become neurotics of one kind or another and perhaps this adjustment in taking the attitude of a vagrant is a normal adjustment to the situation they are forced to face. That will raise a problem when unemployment abates a little and the market brightens up, if and when it picks up, as to how we are going to get these people back into the labor market after they have adapted themselves to a life of idleness. It means we will have to use persuasion and even discipline.

The CHAIRMAN. Mr. Estill, who is head of the West Virgina Department of Public Welfare, testified that among transient workers applying for relief in West Virginia, a rough estimate would indicate that only one or two per cent of them had been vagrants. A very high percentage had had good work records before the depression.

Mr. ANDERSON. I believe that, and I also believe that if we examine these men that we call vagrants, look at their hands and bodies we will see that they have been working. Even a booze fighter is a working man, although he may not work regularly, and he may not seem to know how to handle his budget, but he is a working man and looks the part.

In New York we have taken 200 men up to Bear Mountain out of the bread line. They are up in the mountains working. They are required to work only two days a week but they work every day. They are interested. I grant you they might not stay on a job that you would get for them. They might go away after they got $50, but that is another problem.

Senator CUTTING. It is in any event a Federal problem in your opinion?

Mr. ANDERSON. Which?

Senator CUTTING. The whole problem of the transients?

Mr. ANDERSON. The transient is directly a Federal problem as I see it. It may have to be worked out through individual States but States would not expend their own funds to take care of somebody that belongs in other States. They will load him in trucks perhaps and pass him out of the State, or drive him out. We already have evidence that they are doing that; they are taking that attitude toward the stranger.

Senator CUTTING. Then, I gather you are in favor of the passage of this bill or some similar legislation?

Mr. ANDERSON. Yes; to which bill are you referring?

Senator CUTTING. I refer to S. 5121.

Mr. ANDERSON. Yes; I do not care which bill it is. I am in favor of the burden being placed where it logically belongs in the crisis. It may be that the working out of the Federal program will enable States to establish some kind of a regional exchange for their own men, but it will need some centralization of planning, something to get these people together so that they can organize their resources. That might grow out of Federal legislation. At the present time there is no way of getting any city or interstate initiative.

The CHAIRMAN. Thank you very much, Mr. Anderson.

STATEMENT OF MISS DOROTHY WYSOR, EXECUTIVE SECRETARY TRAVELERS' AID SOCIETY, LOS ANGELES, CALIF.

The CHAIRMAN. Miss Wysor, please give your full name and address and your position.

Miss WYSOR. My name is Dorothy Wysor, and I am the Secretary of the Travelers' Aid Society of Los Angeles. I also represent the council of social agencies in my city and the community boys' lodge. Address, 1213 Coulter Building, Los Angeles, Calif.

The CHAIRMAN. You know that this committee has under consideration legislation to deal with the problem of transient unemployment relief?

Miss WYSOR. Yes.

The CHAIRMAN. We should like to have you give us any information that has come to you in connection with your work and with the work of the other agencies in Los Angeles on this general problem.

Miss WYSOR. As you will probably realize, California thinks that it is very attractive to the transient. We believe, whether statistically correctly or not, that we get more transients than almost any other State, and we are a terminal point for transients, that is, not, as one might say, a roadway or passageway, as are Arizona and New Mexico.

The question has come up, I think, before the committee once or twice as to just how a transient was to be defined. In Los Angeles, we have agreed on a definition of transient which is accepted by all the agencies. That is, someone who is in the city less than a year. That does not mean under our present settlement law that persons in the city more than a year are residents. Our new settlement law, in so far as it relates to the care of the poor, requires a residence of three years, but it is agreed by our agencies that the group resident for more than a year, but less than three, shall be called "nonresident" rather than "transient" and care will be given them by the private agencies. So that that group is definitely provided for, if not adequately, at least under a plan.

I think it may be of some interest to have a few pictures from the Los Angeles part of this survey which Mr. Anderson has just been giving you the general figures for. I think that the California figures had not reached him at the time that the survey was made.

It may be interesting to see how some of these comparisons work out locally. In Los Angeles, we took them through a central authority so that we think our figures are fairly accurate.

During the three days, 45,000 resident families and persons were under care. Of these, one-twelfth, or 3,000 were nonresidents, that is, had been in Loss Angeles more than a year but less than three years. They were not transients. One-sixth, or 6,000, were transients, that is, one-sixth of our total problem of those under care were transients. There were some 3,000 unattached men under care on these three days and 60 per cent of these were transients. There were 1,000 boys under 21 under care. There were 100 girls—I am giving you round figures—there were 100 girls under 21. There were 1,500 transient families.

One hundred and twenty-eight of the boys were under the care of the police, which does not mean social-work care of course, but means that they had been "vagged," as the police say, and had spent a night in jail and were being removed from the city the following day, but we included these boys in our total number.

The CHAIRMAN. How many women were transients?

Miss WYSOR. I had not happened to take this figure down. There were 234 women. Now, the social workers feel that these groups which I have just given you, under care, even where they are not receiving adequate help and protection, are the fortunate group because they have had some contact and some planning and care from a social agency. Even if we include the police group, those boys and men have at least had a night in jail and one adequate meal.

We feel that our real problem consists in the fact that we believe that anywhere from two to three times as many transients as are known to the social agencies are not known to any social agency at all and are getting along as best they may.

A little later, if the committee would like, I should like to say more about how we think this larger number of transients are managing and what the social results are.

Of course, since these transients not under care are not known to the social agencies, we can not give statistical figures about them, even as to number or their condition. No study has been made of these groups. It is a matter of observation and guesswork. Our guess was that at the time, when there was a total of 6,000 transients under care, that during those three days there were at least 15,000 who were not under the care of any social agency.

One or two other indications of the size of the problem, as it is known to us through the municipal service bureau, which is the clearing house for men and boys both, but which does not, for various reasons, register all men and boys, there were 55,000 men this past year. They were at least 60 per cent transient. This was a 42 per cent increase over the year 1931.

Last summer a study of police statistics in Los Angeles indicated that in the period of six months 10,000 boys had passed through the hands of the vag squad. That meant those 10,000 boys had spent a night in jail, appeared in the night court, had been given 30 days with 29 days suspended, and told by the police that the following days they would have to leave the city.

During this six months' period the social agency in our city which is responsible for the care of boys, the community boys' lodge, cared for 700 boys.

I ask you to contrast the 700 boys who were under the protection of the social agency with the 10,000 boys who, in the same period, passed through the police department with one night in jail and instructions that they must get out of town the next day.

The CHAIRMAN. Are there any repeaters in those figures?

Miss WYSOR. There probably are. According to our observation, many of these 5,000 men and these 10,000 boys do come from long distances. Apparently that does not correspond with Mr. Anderson's observation. We feel that those same men and boys were in New York, let us say, in the fall and worked their way through the Southern States in the winter months and appear in Los Angeles, let us say, in January or February, or perhaps going the other way around; but since each city has some such custom of three days, or two days, or overnight emergency relief, and these transients move on, it follows as the night the day that these men and boys are constantly moving about, and how many repeaters there are among them we have no way of knowing.

The Travelers' Aid Society had four times the homeless women and girls—that is, homeless at the present time—women and girls in the year 1932 as in the year 1931, and it had similar figures with regard to families, that is between three and four times as many.

Many of these girls and women are hitch-hikers. I should like to say that I believe the care and protection given to women and girls is more adequate, not only in our cities, but the country over, and girls and women who will apply to social agencies are everywhere given care. They are nowhere refused care by a social agency and it usually means care not only of a respectable shelter but case work and personal service because all agencies recognize the fact that transient women and girls can not be thrown out of the cities

and passed on in this way and they accept these women and girls as a problem they must struggle with and solve.

Resources of agencies are growing more and more inadequate due to the increase in the number, but they are accepted as a responsibility which they must solve.

Of course, many young women and girls do not apply to the social agencies, and are therefore without social protection.

I should like to say something about the attitude of the community, of the public, and of the social service and other groups, the chamber of commerce and other groups in my State and city toward the transient. It is extremely hostile. I have worked in other cities and States and I do not believe that the attitude of California is more severe and hostile and antagonistic than is customary. Perhaps it seems more astonishing in California because of the fact that it is one of the latest of the pioneering States, and because its population was built up on migration, and that its far-famed climate and sunshine are supposed to attract people, but the people of California only want to attract newcomers and strangers who can pay their way. They are very much opposed to attracting dependent transients and I dare say that is natural. The hostility and something very much like savagery of the attitude has something to do with the belief of California that it has more than its share and that furthermore, if it let itself be, it would not be just a roadway, as some of the other States are, but that the dependent transients would settle down with us forever.

The public agencies since I have been in California, which is nearly 10 years, have always been extremely severe towards the transient. They offer no relief except emergency relief and transportation back to legal residence, and that only to women, girls, and families, not to men, even to the heads of families. They can walk back to the legal residence. If the offer of return to legal residence is refused, the case is closed and nothing whatever is done for the family or person no matter what the reasons may be, how sound they may be, for refusal to return.

The community chest, and private social agencies in general share these views and the attitude with us as also all over the country has been rather to diminish the budgets of those agencies such as the Travelers' Aid, which are dealing exclusively with transients, and perhaps from a more sympathetic standpoint.

For some reason, it seems a little strange, there is more sympathy for the transient man and boy than for families. Possibly there is an element of fear in this, that is, fear that the men and boys will commit crimes or be destructive to property. At any rate, provision on the emergency side has always been more adequate for them. Of course, they are expected to move on.

To review the present policy, it is "Move on" for the men, except for a relatively small number which are absorbed by our camps. It is "Move on" for the boys, except a fortunate small number which are taken by a private agency, the community boys' lodge, and for whom personal plans and adjustments are worked out.

Emergency relief and transportation back only for women, girls, and families, except the men of the families who must get back in some other way. If return is refused, all relief is refused by the public department and by most of the organized agencies.

Now, I think that this attitude of severity and the offer of one thing only, and that thing often unacceptable to the persons concerned, explains the large gap between the number of transients under the care of agencies and those whom we believe to be without care because they have not applied.

The transients in general know the attitude toward them is that they must go back to their legal residence. They have just left their legal residence, if they have one, for reasons which seemed to them very strong. They are, in large numbers, entirely unwilling to be sent back. Whether rightly or wrongly is beyond the point. The fact that they are to be offered something which is to them unacceptable prevents them from making their wants known to social agencies.

The question arises as to how they are managing to live. Of this we are only able to guess at and to observe. All over California now we see rude camps set up in the environs of the cities, in places like the Imperial Valley. These camps can be smelled from far off, often a number of miles, because of the lack of sanitation. The health authorities break up some of these camps if near the city sometimes and they form them shortly somewhere else.

These people now grouped together go out and forage the country and they exchange among themselves what they manage to secure. When they apply for help, they do not apply to the organized agencies so much as to the soup kitchens, the missions, the unorganized groups who do not follow the methods of organized agencies and who have no permanent plans of care but who do give out food, clothing, and things of that sort and do not ask whether people are residents or not, or whether they are going or not. That is, these groups give relief and no questions asked but do not give any program of social work or rehabilitation along with that food. We have the cooperatives in California now and these cooperatives number among them large numbers of transient families.

The CHAIRMAN. What do you mean by "cooperatives"?

Miss WYSOR. The cooperatives are groups of unemployed who have banded together with the intention of meeting together, securing food in a group way which can then be distributed, and they go out to the farms and offer their services. They have a work plan attached to the exchange of food plan, and there are a large number of them in our part of California. In Los Angeles just before I left it was said that we had 72 units, and they have an elaborate scheme for the exchange of food for services, and now they are advancing on the various authorities, city, county, and otherwise, and asking for cash funds, and, to some extent, receiving them. Does that answer your question?

The CHAIRMAN. Have you any idea how many persons are embraced within these 72 units, approximately?

Miss WYSOR. I have had an estimate of the figures. It is known just how many of them are, but I am afraid I could not give it to you offhand. I do not know just what the number of people is. It is large, 50,000 to 75,000, a large number, and many of the transients are joining these groups because this gives them a method by which they can live, if not satisfactorily, at least exist. These are also the people that we see begging on the streets, and they beg gas in gas stations, to a great extent successfully.

As the committee learned yesterday, the changes in methods of travel have been so great that it is impossible now to have any centralized contact with people who are entering the cities. In the old-fashioned days, when the railroads were the only method of travel, Travelers' Aid met practically all newcomers to the city and extended its arms to those who were in need.

Now, the people enter the city from all directions and use all modes of travel, the old brokendown cars, of course, and the most old-fashioned method of transportation, namely, the feet, and there are large numbers of hitch hikers. If there is any money for transportation, it is likely to be spent on the bus rather than the trains.

The Travelers' Aid is attempting to visit automobile camps and to make some contact with these people, but, as you can see from the conditions, that is extraordinarily difficult. The resources of all of the private agencies are so little, and they are dwindling so fast, that we feel afraid to take the initiative in making these contacts because we have so little to offer if they really would seek our help.

I believe that that covers the conditions which I wished to report upon as to California.

The CHAIRMAN. Do you regard this as a Federal problem?

Miss WYSOR. Yes, I do. I feel that if Federal relief came in some form it could be set up in such a manner as not to attract transients from one State to another, and that would be necessary because if transient help, for example, were given in California and not in Colorado, I think it is obvious that California would indeed get more than its share, but I believe that that could be protected.

I believe in no other way can we get a change in the attitude of our communities, a change toward the human attitude rather than this hostility. In no other way can we get the communities willing to actually face the problem and spend the money that would be necessary. I do not believe there is any other method of stopping the passing on which has become so aggravated, I think, especially with regard to men and boys.

The CHAIRMAN. As the problem grows in size and becomes more acute, is there a corresponding increase in the community hostility?

Miss WYSOR. Yes; I think undoubtedly that there has been a great growth of community hostility everywhere. Certainly, there has been in California, and I feel that must correspond with conditions elsewhere.

Senator CUTTING. California has had to borrow money, has it not, from the R. F. C. for this purpose?

Miss WYSOR. It has asked for money and I believe money has been granted to the camps, some appropriation from the R. F. C. Of course, as you will have observed, camps may be a solution, and a very fine one for certain groups of men and boys. The camps are not a solution for women, girls, or families, nor are they a solution for many of the younger boys. For the families, and the younger people, boys and men, we must have a more individualized service, what is called in social work a "case work service," which, according to the ideals of social work, means personal attention to each one's problem and careful personal attention, and a working of that problem out in a way which fits that individual situation. It is an ideal of social work which, of course, is breaking down all over the country for lack of funds, but we must have more of this individualized service, as well as the camps, in order to solve the transient problem.

The CHAIRMAN. Thank you very much, Miss Wysor.

Miss WYSOR. I should like to present this copy of a resolution unanimously adopted at a regular meeting of the board of directors of the Community Boys' Lodge of Los Angeles on January 24, 1933.

The CHAIRMAN. That resolution may be incorporated in the testimony.

(The resolution referred to is here printed in full as follows:)

RESOLUTION UNANIMOUSLY ADOPTED AT A REGULAR MEETING OF THE BOARD OF DIRECTORS OF THE COMMUNITY BOYS' LODGE OF LOS ANGELES, JANUARY 24, 1933

Whereas the directors of the Community Boys' Lodge of Los Angeles, through their work with transient boys, have come to realize that the problem of caring for needy unemployed transients in the present economic crisis is a problem of national scope and importance which requires planning and financial aid by the Federal Government, and

Whereas Senator Cutting introduced a bill known as "S. 5121" in the Seventy-second Congress, second session, on December 8, 1932, designed to give Federal financial aid to States and Territories in which the number of unemployed needy transients is excessive, which bill is now undergoing study and consideration by the United States Senate, and

Whereas the members of this board of directors have examined the bill in question and believe it to be a wise and appropriate piece of legislation: Now therefore be it

Resolved, that the board of directors of the Community Boys' Lodge go on record as approving Senate bill S. 5121 and as urging the immediate passage of that bill by Congress as a much-needed emergency relief measure; be it further

Resolved, That a copy of this resolution be transmitted to Washington and presented to the proper committees and persons to acquaint the Senators and Members of Congress with the views of this board.

STATEMENT OF WILLIAM R. LOVEJOY, SECRETARY OF THE NEW YORK CHILDREN'S AID SOCIETY, NEW YORK CITY

The CHAIRMAN. Please give your name, address, and position, Mr. Lovejoy.

Mr. LOVEJOY. My name is Owen R. Lovejoy, secretary of the New York Children's Aid Society.

The CHAIRMAN. Mr. Lovejoy, this committee has under consideration legislation seeking to bring some order out of the chaos of the transient relief problem. The committee would be glad to have you proceed in your own way to give us the benefit of any information that may in your opinion bear directly or indirectly on this problem.

Mr. LOVEJOY. I should like to speak directly to the bill known as the Cutting bill which is now before your committee, and limit what I have to say to the boys, because it is in that particular field that we have the most experience. What I have to say will be very largely of a local rather than a general nature, although we have made very extensive inquiries throughout the country, getting information as to the extent and nature of the problem, the effects upon the character, education, and health of these transient boys.

In general, without going into details or statistics, I would say that the information we have substantiates what Doctor Anderson

has said and much of what Miss Wysor has said; that is, the problem of transient youth is much more extensive and much more serious in the West and Southwest and South than in the northeastern industrial sections of the country.

In fact, we have found from our inquiries that in a number of the larger cities in the East and Northeast, cities like Chicago, Buffalo, and Cleveland, the chief part of the problem is that of having youth leave the town. It is the emigration of boys rather than the immigration from other sections of the country that constitutes one of the most serious phases of the problem.

Perhaps it is not necessary to dwell on the facts already discussed as to the detrimental effect on these youth. The fact is that many of them have left their home towns and started wandering because of disgust with the school system or of a feeling that it did not fit their particular needs. In any event, it is in danger of taking from them their education during the period of youth when it is most important, and probably their chances of getting a further education.

There is also a serious effect on health. These boys, wandering from place to place, hitch-hiking and bumming their way across the country, or riding the rods on the trains, living in jungles and camps, are exposed to a very direct danger to their health. The spread of venereal and other communicable diseases is becoming marked in many sections of the country, and we have noticed that in New York.

As to the effect on morals it is impossible to make any generalization that would be of any value, although I believe our judgment would indicate that if a boy had gone clear across the country hunting for a job and has simply been moved on from place to place, and finding that there was no job, and continues several months or years in his search, he will end the search by hoping that he will not find one. It would be the natural tendency, the emotional and psychological adjustment that Doctor Anderson spoke of that will fit him into the picture and make him feel that after all there is another way to live. So the development of the professional tramp is more than likely to become one of the direct results of this system of wandering.

From our own observation, we believe that the time has come when there must be a much more extensive and closer cooperation between public and private agencies. The whole machinery of relief in many of our cities is breaking down under the unusual weight of this burden.

Organizations that have been able to care for a certain number of families within their city, or a certain number of boys or girls, or youth in general, find that under the pressure of the present, with the increasing aversion, or what Miss Wysor called hostility, to giving to those from distant cities, is making it more difficult to raise funds to carry on work, at the same time that the number to be served is greatly increased.

This fact, which is true of private agencies, is also true of public, and a State gets increasingly reluctant to carry the burden of a neighboring State. That attitude works back and forth and is likely to increase as time goes on.

I can perhaps illustrate best what I have in mind by relating briefly some of the experiences of the New York Children's Aid Society. As you perhaps know it is the oldest and largest children's aid society in the country. It is now in its eightieth year. This problem of caring for homeless boys is no new problem with us.

In the early days of the organization of the society when there were a great many resident homeless boys, Mr. Brace, the founder of the organization, developed what has been known as the Newsboys' Lodging House. It is now called the Brace Memorial Newsboys' Lodging House. It was originally designed for street urchins of the city, newsboys, bootblacks and others who had no homes in the period when there was heavy migration into the city of very poor people and so many homeless children. It is still called the Newsboys' Lodging House, although I doubt whether we have any newsboys to speak of.

During the past year we have cared for 3,000 boys in this center and at our two industrial farms. Seventy-five per cent of these have been from outside the city which probably does not reflect the average percentage of residents, but it happens that those who come from California and New Mexico and Wisconsin, and other sections of the country, if they are homeless and alone in the city, are automatically referred by the police department, especially by the crime prevention bureau, to this Newsboys' Lodging House, knowing that they will there receive good food, lodging and care until their case can be carefully and thoroughly studied and the proper disposition made of them.

The only unique feature in our experience at the present time is that the problem has so greatly increased that we are now considering very seriously what next steps we can take to meet the added burden.

Our service to these boys at the lodging house and at the two farms consists first of all in taking careful registration, their name, age, place of residence, the length of time they have been on the road, what they are there for—I saw by a statement from a prominent citizen recently that practically none of these boys tell the truth, but our experience has not been of that kind. We have been able to check up in a large percentage of instances on the stories told by the boys, and while they usually start out by telling a story that will have an appeal in it, having learned this from each other, by a little careful investigation it is possible in most instances to get the facts.

They are given a bath and a change of clothing and they are fumigated and deloused. We have a tailor employed by the emergency work bureau, with his assistants, in our basement, who fixes up their clothes and tries to get them in shape. We have men through the city hunting for jobs for these boys—not now being able to find many, but occasionally we locate one.

First of all, the attempt is made to get the boys to return home, if upon investigation we find the home is a suitable place for them to return to, and if they are willing to go. We have never tried and have discouraged their parents who sometimes wire us to have the boys arrested and sent back. We have never done that, feeling that to send a boy home under duress would simply break the last bond of union between him and his family, and we try to use persuasion

and what information we can give from our experience to get them to return home.

If they are not returned home, and show any inclination and interest in rural life, we have two farm-training schools, one the preparation for the other. One is just outside the city, about 25 miles, where these boys are given agricultural training of a general nature, and in addition, for those not interested in agriculture we have shops, automobile mechanics, painting, carpentry work, general mechanical occupations, and an extensive greenhouse where they can have a rather wide variety of preparation for other occupations if they are not interested in farming. If they are particularly interested in farming, they are sent for farm training to a farm up near Poughkeepsie on the Hudson River, a farm of about 300 acres, where they get further experience in handling stock, especially in dairying, poultry culture, and general farming, where there is a great deal of woodland to be cleared up and work of that sort.

I am speaking of this rather in detail because I would like you to get the picture of what we are attempting to do in one small unit as a solution of a part of the problem that comes to us.

The suggestion has recently been made, and from some rather prominent sources, that there should be a Federal plan worked out for the compulsory detention of all this army of wandering boys. This suggestion seems to us fraught with about all the objections that can be raised. The plan, which I can outline briefly, though I am not at liberty to give the sources of the forces behind it because it has been presented to us so far confidentially, is a plan to take over by a Federal act a few of the large military cantonments not now in use; to arrest all these boys when they are found on the road anywhere, fingerprint them, put them in the camps, give them a variety of training, give them some work to do with an educational and recreational program—trying to fit the program to the needs of the boys—keep them in large groups, several thousand in a camp, and hold them there until the depression is over and they can be properly placed.

Of course, the question is naturally raised at the outset, "How are you going to keep these boys in a military camp unless you keep them there as soldiers or keep them in a camp as prisoners are kept in a prison or on a prison farm, or trusties in the outer environs of a prison? There, if a prisoner tries to escape, they try to catch him, and if he will not stop or come back they shoot him," and we answered the advocates of this drastic plan by saying, "What do you plan to do with these boys if they try to run away, get homesick and want to get back home, or get out and go some place else? Are you going to shoot them?"

Perhaps it is not necessary to go any further in the discussion of that plan because I believe with careful thought no one will favor such an attempt to handle independent, spirited American boys who, after all, have their own ideas as to what they want to do, and who feel that in a measure this is a free country. It just will not work.

In other words, our feeling is that whatever plan is worked out, either Federal or State, must keep dominant the idea of an individualized treatment of the boys. If he comes in large numbers, he must still be treated as an individual with his own point of view, his own idea as to what his future will be, and he must be so trained as an individual but, as I said a moment ago, the burden is becoming

an overwhelming burden to private organizations and to State agencies.

Senator CUTTING. Mr. Lovejoy, it has also been suggested that they could be given optional treatment at the military camps. Are you going to say anything about that?

Mr. LOVEJOY. Only this, that unless the optional treatment meant the option to stay or go, to stay inside, or go outside, I should be very much opposed to it, and if they are allowed to go outside, unless the military camp were made so instructive and attractive that they would rather stay than go, it would still be open to the objection I have mentioned, it would be putting them under duress if they were in a camp.

Now, the virtue of the bill that Senator Cutting has introduced is this, that while it provides for Federal supervision and a Federal board to work out the plans, it after all throws the whole problem back to the individual States.

With funds furnished by the Federal Government, the individual State with its private agencies could work out a cooperative plan, not necessarily uniform in the different States, but varied according to the needs of each of the States, so that the one objection—the lack of funds, lack of resources— would be very largely removed, and the agencies, the private agencies, and the State authorities—the latter of course having official supervision—would be able to work out a program on its own merits to relieve from the pressure of economic stringency. With the widespread policy now in vogue—of temporary relief, one night, three meals, "move on"—the country is simply aggravating the difficulty. It is getting constantly more serious, not only in its effect upon the individual boys themselves, but in its effect upon the country as a whole, and this must be stopped if it is possible to stop it. It could not be entirely ended because we still maintain that an American citizen, if he wants to move from one place to another and does not interfere with anyone else, has a right to do it. But we believe a program could be worked out that would make staying where he is more attractive than going to some other place, make it appeal to him so that he will not get this compulsory educational training that has been proposed by some, but will welcome it as an opportunity. And these boys should be kept in one place instead of moving on to some other city or State long enough so that something constructive can be done for them.

Under such a bill as has been proposed I could visualize cooperation with State funds and under State supervision, with child welfare agencies serving as advisory groups. For example, to make the picture rather concrete, in New York State, we are carrying on the largest single enterprise for transient boys in the city or in the State. Of the 6,000 who were registered last year in New York City we cared for 3,000 directly. With the proposed appropriation it would be possible to take up either State campsites that are now not used, or farms that are abandoned or near abandoned, or farms that have been taken over on mortgage foreclosure by banks, a condition rather prevalent throughout the country, and which means that the banks are keen to try to liquidate, and under proper supervision these various places could be commandeered by the State with small groups in each to rejuvenate the farm or build up the camp or

reforest mountainous or desert sections so that these boys could be given a wide variety of training. Many could be employed as rangers to prevent or discover forest fires which are now so destructive. They could be given plenty of recreation. That should be a prominent feature of their care. They should be given an educational training; their health should be carefully safeguarded by physical examination and such treatment as they need, and the whole plan of reestablishing them in self-respect and in the ability to stand on their own feet could be worked out.

I am hopeful of the possibility of working out a plan like this by an experience that we have recently had and observed. A few months ago one of my associates and myself went to the Emergency Work Bureau and said to them, "There are a large number of young men, clerks and others, who are out of jobs, called in New York the white-collar class, who are being engaged by the different agencies in the city to supervise play on the playgrounds and in boys' clubs. These men ought to have some training. They ought to know more about what they are doing than they have known." Accordingly a plan was worked out, providing a course of instruction for these men which is being carried on at the West Side Y. M. C. A. building. They meet every morning for a brief song exercise and some enterment for about half an hour and then go to their various classes, handicrafts, games, athletics, songs, and so forth; a program that would interest boys and be really useful to them.

I was invited to speak there the other morning and faced 300 of these young men, all unemployed men getting from $12.50 to $15 a week. The course is compulsory but they are paid while there, paid for spending these few hours in the morning. That is about the only encouraging phase of this unemployment situation I have seen. These men are forgetting themselves. They are thinking of the preparation for doing something for somebody else. They are thinking of serving children who belong to the same kind of family groups they belong to and who are suffering the same kind of a tragedy in this national mess.

It occurred to me if there could be some such appropriation as is provided in this bill and each State could get its allocation based on its need, a plan of diversified training could be developed throughout the States, so that we could stop this constant march from place to place. These men, who represent only a small percentage of the army that could be mobilized for this work, could be used by emergency funds to supervise and care for these boys placed in the various free camps, as volunteer attendants. We would then be able to stem the tide and could carry, on a state-wide scale, the type of work the Children's Aid Society has been able to carry, on a small scale, with its small staff of workers and limited funds.

It might be interesting to make some estimate of the cost. In conference with our president and executive director before leaving the city yesterday afternoon it was their judgment that a fairly accurate estimate of cost could be worked out. It could not be based on our experience because that would be too expensive. We estimate the cost is $750 per year per boy for the care we give. In addition there is the plant which cost us about $1,800 per boy. That item spreads over a period measured by the depreciation, but would mean for the first year $2,550 per boy. Permanent buildings ought not to

be erected for the plan I have in mind. They should be in the nature of woods camps, summer camps, although the structure should be good enough to serve through the winter. I believe that on an average we can estimate approximately $400 or $500 a year per boy. With various plans, adapted to rural communities and to cities both large and small, and with emphasis on the effort to stop the transient habit at the source, almost the entire army of transient youth could be mobilized with their own cooperation in the course of 12 months and we would get rid of the major part of this wandering army and its disastrous effects on society and on the boys themselves.

This is but a brief sketch. I came down hurriedly on call without time to prepare careful notes, Mr. Chairman, but I should be very glad to answer any questions if I can.

Senator CUTTING. I wonder what you would do under your plan with the young girls who are to a large extent in the same condition?

Mr. LOVEJOY. I should think that the most of their problems would have to be met by agencies in the cities rather than by taking them out into the rural sections. We have not had so extensive experience in that field, and I imagine there are others, especially Miss Abbott, of the Children's Bureau, and others who would be able to give much more valuable information.

I do want to emphasize in closing what seems to me a serious situation. If some of the rather powerful forces in this country do organize a propaganda campaign to arrest these youngsters and force them into large cantonments, or into small ones, will be vigorously pushed.

I have received this morning a proof copy of a report on the work the Children's Aid Society is doing for transient boys which may throw some light on the general situation. It is only a proof copy. It will be off the press in a week or two and I will be very glad to leave this with the committee. This morning there appears on the news stand the February issue of the Current History Magazine in which I have given in more detail the experience we have had in this field of care for transient boys. I shall be very glad to leave this also with the committee.

The CHAIRMAN. We will be glad to have that, Mr. Lovejoy. Thank you very much.

STATEMENT OF J. PRENTICE MURPHY, EXECUTIVE DIRECTOR CHILDREN'S BUREAU OF PHILADELPHIA AND THE SEYBERT INSTITUTION

The CHAIRMAN. Please give your full name, address, and position.

Mr. MURPHY. J. Prentice Murphy, executive director of the Children's Bureau of Philadelphia and the Seybert Institution.

The CHAIRMAN. What is the Seybert Institution?

Mr. MURPHY. It is now a foundation. It was formerly an institution. Its income is used for the support of various child-welfare activities.

The CHAIRMAN. We would be glad to have you proceed in your own way.

Mr. MURPHY. I am here discussing specifically the proposals and programs which would be made possible through the enactment of Senator Cutting's bill. I am considering these proposals, and

the bill in particular, against the background of a broad national relief program as outlined in bill S. 5125, of which you and Senator Costigan are the authors. Any fundamental program for the care of transients or migrants should be made an integral part of a larger and comprehensive relief program. They can not be viewed separately.

Last year it was reported to this committee that because of the increasing numbers involved, the problems and needs of transients all over the country were most serious. It was also stated that the job to be done in this field was beyond the scope of individual States or separate communities. The financial resources needed could only be approached and secured through Federal action. The committee was told that the changes in the means and ease of transportation in the United States had made an increasing portion of our population almost nomadic in its habits and interests. State lines could be easily crossed. They became barriers only in so far as one revealed evidences of poverty and failure to maintain an existence independent of assistance from public or private sources.

The general purposes of the bill are sound. I like its broad, general language. My discussion is aimed primarily at the need which it expects to meet. The specific recommendation is again made that its purposes and activities be made a part of the general organization as outlined in S. 5125.

The transient problem concerns families as well as individuals, adults as well as children, women and girls as well as men and boys. It is intimately related to welfare standards, living conditions, extent and quality of the work done by public and private welfare agencies, industrial conditions and a host of other factors in each of the States and in each local community.

A Federal plan which recognizes a primary national responsibility and which provides the personnel and the funds for its accomplishment is imperatively needed. The destruction of human life and the assets of personality and of character in terms of the youth of the country, due to the lack of an effective national plan during just the last 15 months represents a total loss for which I could not possibly estimate from the standpoint of its monetary value. Beyond question it is a huge figure.

Clearly we need that which is provided for in this bill and in Senate bill 5125. We need money for the job. But even before we need money, we need a plan which will be operated by a powerful central directing committee such as has been provided for. This committee should function in accordance with certain well-recognized principles of social welfare. The national work in this field must be closely coordinated with similar State and local, as well as other Federal unemployment relief activities. It must be approached with the clear understanding that transient peoples are human beings. They are our own people. In view of the two, three, or four millions of them, we can not ignore their needs, or it will be that much more serious for the country a year hence.

I do not consider that this is an Army job in any sense or meaning of the term. I have no military antagonism in mind when it comes to using the Army for the performance of certain welfare services. The intricate, complicated social welfare job we are considering is

not an Army job. To treat it so will be disastrous, for it is the tendency of military people to be intensely practical—practical in a sense which should not be a part of the treatment of the types of distress which are now our concern. I can best illustrate what I have in mind with a quotation: "Most persons are practical. They are bored by discussions of principles. They hate abstractions. They never get really to the root of things. Matters are taken up separately and decided superficially and often temporarily as to their immediate material consequences. The result is that large questions are tangled into hopeless snarls." We are thinking of human beings in need of a highly developed and experienced personal service.

Furthermore, any suggestions or recommendations in regard to Army control of work for transients should be viewed in the light of some of the things which Army people were ordered to do here in Washington to migrant folks in the middle of the summer of 1932. While I do not wish to discuss very much concerning the experiences of the bonus army during its stay in Washington, I am desirous of placing with the committee certain reports which give very revealing pictures of the type and character of the persons making up the army. These reports represent the results of work done by Mrs. Helen Glenn Tyson, deputy secretary of welfare of Pennsylvania, and myself as a member of the Pennsylvania Welfare Commission, working with other members of the department staff, with portions of the bonus army which were sheltered for some days near Johnstown, Pa. This information is brought to your attention because it contradicts quite sharply certain impressions and word pictures conveyed to the country by some of the authorities in the Federal Government located at Washington. The attitude which official Washington showed toward the bonus army, which army should be considered as parts of a nation-wide movement of transients, is the factor to be concerned about. No other community did to these transients what the Federal Government did through the Executive order of the President. That is, the fear and mistrust and misunderstanding as expressed by the Federal authorities is cause for concern, for it is typical of what one finds elsewhere, although on a smaller scale. There is need of a national interpretation of what it is that makes people take to the road, of how this tendency may be checked, and of how the problems of transient care link in with all the other elements of public and private welfare work.

Lacking a national plan with adequate support, we are in danger of creating an increasingly grave country-wide tidal sweep of migrant and transient distress. We need local and State checks. Welfare work is best done in those States where streams of need are divided—drained off, dammed up, dried up. Careful work will result in returning great numbers of transients to their own families or to their own communities, through detailed services such as would not be possible on any basis of casual chance or mass feeding of great numbers of people who would be little more than names to the authorities.

People need security. One of the great urges behind this vast movement of our citizens is a tendency to follow mirages which at the distance seem real enough, leading them hither and yon. Lack of roots in one place, and lack of accurate information about another, makes them go to the latter, almost always with distress, and

rarely with lasting results of good. Enough people want security and are prepared to go even to hell to get it, to give us concern. The communities, organizations, and individuals which order the transients to pass on—to move on, without having a chance to tell their story or to receive aid; the lack of understanding and appreciation of what this whole movement involves, call for a control and a full measure of Federal responsibility. Both are insured in the bill under discussion.

There are far too many stories like the following for us to feel happy. The type of mind, the community complacency or lack of experience contributing to such treatment should be challenged and checked. The story appeared in the New York Metropolitan press. It concerns a New Jersey boy and a friend who hitch hiked to a South Carolina town. Dirty and tired, the boys asked a seemingly kindly adult where they might get something to eat and drink. He helps the boys by having them convicted of vagrancy and sentenced to a chain gang, from which they were released with difficulty. The process by which responsible adults, claiming to have any understanding of the needs of distressed humanity, will show such disregard of the fundamentals which should govern all human relationships, should in large measure be controlled by the activities of more informed and more humane persons.

We are a nation on the march. My dependent relatives and friends may be at your door to-day; yours may be at my door to-morrow, and they all need understanding.

We need to be greatly concerned in regard to the stories transients tell of the treatment which they have received at different places. We need to see the whole picture of the deaths and injuries and the devastating personal experiences of these wanderers. Railroads have much information to give us. Day by day, in season and out of season, they carry literally armies of unemployed to and fro across the country in a vain search for work, or for a change.

There is too great a tendency to quick and summary arrests, simply because of an appearance of strangeness, of an unkempt condition, which arouses suspicion. In many places citizens are being advised "If you are in doubt as to whether the stranger who comes to your door, or hovers near by, is not a good person, call us up and we will arrest him and find out who and what he is." An arrest is a terrible experience. An arrest because of poverty is something we like not to think about. I have talked to young men on the road who have looked back on a forced night or two of police detention with a deep-seated horror.

This fear of the stranger who is in need is a primitive one, and yet the chilled and unpleasant looking applicant may be, and very generally is, a person of worth and true appeal. One man told me, "Believe me, sir, three days in a box car, in zero weather, without water, sleep, or food, would make anybody look like a thug, but give me three days of heat, food, soap and water, a razor and a bed, and I will look just as I am—a graduate of the University of Chicago."

A wise national plan, dealing with transient folks under a leadership, big and understanding enough to catch the inner meanings of the situation in countless communities, forcing people to seek outside help, could have prevented much of the tragic happenings in

Washington during the summer of 1932. There was a great underlying need for a recognition of the fact that the individual members of the bonus army had irrepressible economic problems for which an escape could only be had through action at Washington.

A national committee could go far to have the press of the country describe more accurately and fully just who these transient people are. I met newspaper men, connected with well-know papers, who went to Johnstown to look over the disorganized folks who had been driven out of Washington. The comment of one of these newspaper men was significant and typical: "I was surprised to find these people to be really nice folks. They are pathetically patriotic. They are not radicals. They won't move without a flag." Another one said, "They are just poor people out of jobs and looking for food and shelter." Just as in Washington, so in many parts of the country, transient folks need a more just and accurate appraising.

There will be whole families—mother, father, and every child down to the nursing baby; there will be detached old men, and some old women; there will be divided families; there will be individuals who are physically or mentally ill, sometimes both; there will be persons who are mentally defective; some will be physically handicapped; there will be deserting parents, and temporary associations of men and women passing for families; there will be people of all ages. In the lower age groups some will overstate and some will understate their ages.

We will have persons presenting behavior and personality problems. Some conduct problems will be very serious. Some persons will have had court experience, having been on probation or after discharge from an institution have been paroled. Some will have had prison, others reformatory or industrial school experiences. All will be in need of a charity and a tolerance of attitude in regard to their various conduct experiences such as were lacking in Attorney General Mitchell's report on the conduct record of the 1932 bonus army.

It has been suggested by some that the way to handle this problem is to put it on a country-wide basis under Army control as indicated, the probabilities being that the Army would use a number of large camp sites, the location being determined in part by weather conditions and centers of population. I have listened with amazement to some of the details of such a plan. If, for example, we were to set up camps of twenty or ten or even five thousand males between, as has been suggested, the ages of 17 and 25, we would instantly have created all of the problems, surrounding military camps during the late war and we would instantly find ourselves lacking any of the technical training and education which would be required to conduct these camps on a civilian basis. If one will consider the different types of humanity which will be certain to present themselves for care, one can see that large scale or mass control, if continued beyond a very few days, would have disastrous effects on many of those in care.

There is a body of experience developed in the professional field of social work by those who have cared for children, both in and out of institutions, children of average conduct difficulties, and those presenting unusual conduct difficulties, which does have a bearing on this situation.

On the basis of any camp program, which thinks of the transients as simply in need of six or nine or twelve months of care, and then dismissal, and assuming that these camps should, at the very outside, not exceed a capital of five hundred, I would have to tell you that there is not enough technical social work ability and training in the whole United States which could be tapped for this job. These camps call for skilled personnel. The larger the camps, the greater the certainty of difficulties in the matter of training and discipline, the greater the certainty that large numbers of boys will be in danger of staying too long.

The camps should represent but one phase of the total problem of total care.

As the job is organized, there will undoubtedly be a temporary emergency camp situation, with an immediate need for demobilization, as the facts in regard to personal history are gathered about each individual under care. Moreover, as there is developed adequacy of relief in the different States, there will be a weakening of the pressure to get out of communities and thus to become members of the army of transients.

The handling of the problems of social relations between camp inhabitants and the resident communities in which the camps are located will be profound and not easy of solution.

Humanity which is being sorely tested has to cross the threshholds of thousands of communities. The challenge is in what these communities are going to do to these visitors. No person is really drab. Even in his failure, he may suggest tragic realities filled with lessons of the highest preventive value. We must perceive the realness there is in people.

The importance of beginning—right beginnings, first contacts—can not be overemphasized. If we get off to a wrong start on a bad plan, it will quickly crystallize and thus be passed on, not for six months or a year, but for as long as this depression lasts, and then as much longer as people will live who have been affected by the methods worked out in the treatment of transients and migrants.

We need accurate information as to the size of the job. Undoubtedly there have been serious overstatements of need, but I do not feel that they counteract the understatements of need. At certain key places there should have to be up-to-the-minute information as to the location of large groups of unsettled folks and the extent to which large numbers are moving along the highways. Clearly all of the transportation agencies of the country should be linked up in an effective program which would prevent a very large part of the ruthless shifting which now takes place between the States.

Some of the plans will not be very popular and those that seem most popular will very likely be quickly outmoded. We need to guard against easy slogans and all easy solutions to our problems. The right answers to the questions of needed shelter, of registration, of emphasis of community responsibility, of the necessity for adequate local individual and family relief, of unremitting services within the field of education, of adequate recreational programs, will go far to remove some of our disturbing worries. Private social agencies are breaking down. This national committee on transients will be able to emphasize the cost to communities and States where they permit the interruption of necessary welfare services. Consider the tragedies happening in Philadelphia in the child-welfare field of that city. A disaster is impending which, if unchecked, will be certain to contribute a great many older adolescent children to the migratory stream of the country. Philadelphia has made no provision in its 1933 budget for the care of approximately 7,500 dependent and neglected children, cared for by private child-caring agencies, who share with the city a very important service. This is typical of other dangerous conditions existing in the country, which call for an unusual touching-up from powerful outside groups.

It should be said in fairness that already in some localities R. F. C. funds are doing the kind of elastic-adjusting type of service which is now being reemphasized to you in the support of this bill.

I should note that great numbers of older boys and girls are being held by child-caring agencies long past the time when they would under ordinary circumstances have been returned to their own families or become self-supporting. Almost half a million children are in the care of these agencies. Standards of care, which only a few years ago seemed settled and accepted beyond question, are not now quite so clear. There is a very definite need for national consideration of the family relief aspects, as well as the transient and migrant aspects of this great army of dependent children. It may be necessary for the Federal Government to enter the child-caring field, as a large supporting factor, in order that there may not be discharged into communities lacking anything like adequate facilities, great numbers of older adolescent children, for whom the agencies can no longer give care because they are without resources.

I would close with this note which has been stressed repeatedly on the part of others who have testified before your committee, Senator La Follette. Material things, material wealth, have their values, but there are other things which are more precious, and which ultimately determine the value and use of all our material wealth. I refer to the spiritual and cultural forces which one finds in humanity. The portion of humanity living in the United States has many members who are impoverished. Their children are suffering. So long as we continue to resist the protection of these values and the checking back to causes in communities and States, do we invite disaster.

Senator CUTTING. I heard with great interest your criticism of the camp system for handling the problem as a whole. I did not gather from what you said that you were opposed to the camp method as a factor in handling the general problem.

Mr. MURPHY. No; I do not. But the determination of the character of camps, the supervision of admission and discharge, all the factors entering into the location of camps and their control should not be developed by any governmental agency operating in a field separate and distinct from the governmental relief agency which is proposed in S. 5125. Several camps—it would be more accurate to say a number of emergency camps and a number of long-time camps—are going to be needed but the effective operation of these centers will be very largely dependent on the extent to which they are properly integrated into and include Federal-State relief programs. Each individual camp resident is going to be in need of individual understanding and planning.

Senator CUTTING. You would probably agree that the camps in California have done a good deal to relieve their problems in the State.

Mr. MURPHY. Yes; I do, sir.

Senator CUTTING. And that such camps could be used as a part of a general program.

Mr. MURPHY. Yet, playing, if we have adequacy of relief in the different localities and communities throughout the country, a very much less important part than you would gather from some popular discussions. I would not say that the heart of the treatment, the solution of this problem of transients, is even largely a camp job.

Senator CUTTING. Of course the problem will vary, will it not, very much, as between State and State? The problem in one part of the country will have to be handled differently from the problem in another part of the country.

Mr. MURPHY. Between section or community against section or community I can see clearly a much longer and continuing camp job in the Southwest and in the southern Mississippi Valley and the Southeast pending the set-up of something like adequate machinery for restoring many thousands of transient folks to their own families and communities. I can see the development of a very acute camp situation in any State or locality which starts to emphasize the camp features of control on an isolated and individualistic basis. We must think of interrelated, interlocking activity. What is needed and must not be lost sight of is a whole, an inclusive, national plan, not a continuance of partial, imperfect, localized efforts.

I have made no reference to the health aspects of the question other than to indicate that we will have to deal with the physically and mentally ill, the feeble minded and the physically handicapped. But as one considers the matter more carefully and reads the reports of existing conditions, it becomes exceedingly clear that the United States Public Health Service, State health departments, and every other type of social-welfare agency concerned with health problems have reasons for the most careful plans. Camps must be operated in accordance with the best health and social-work standards.

It will be no easy task to gather together the scattered members of disunited families. The costliness of care on a nonfamily basis when they might be reunited is apparent to any well-trained social worker. A particular case occurs to me. Four members of one family, until recently, were being cared for in widely separated areas. No doubt the total sum being expended on a father, mother, and two children would have been more than sufficient to support the family in its own home town where, at one time, the father had a job and where all through his wanderings he had many very real friends.

Senator CUTTING. In your opinion this problem will have to be worked out by the Federal Government in cooperation with the various States.

Mr. MURPHY. Absolutely, sir. This is further emphasized in the resolutions adopted at a conference held in August of last summer at Harrisburg to consider the migration and transient problems presented by the bonus army at Johnstown. I have submitted these resolutions along with the other reports referred to early in my testimony.

The CHAIRMAN. Thank you very much.

(The reports referred to by Mr. Murphy are printed in full, as follows:)

REPORT ON BONUS EXPEDITIONARY FORCE EMERGENCY CAMP, JOHNSTOWN, PA.

AUGUST 4, 1932.

The report that a large number of "bonus" families had gathered at Johnstown, after the rout from Washington, D. C., on the night of July 29, convinced the department of welfare that social and medical problems would inevitably and immediately arise. The following report covers the observations of the writer during one day and night, and should be read in conjunction with the reports of the other members of the staff who were present:

After the military offensive against the bonus expeditionary force in Washington at about 11 o'clock Friday night, July 29, some 7,000 members (6,821 men, 97 women, and 197 children) arrived in Johnstown at the invitation of Mayor Edward McClosky, who had appeared in person before the men in Washington to invite them to his city. Large numbers reached Johnstown on Sunday and Monday, and even as late as Thursday night 350 are reported to have gotten in, although by that time the State police had been instructed to turn them back on the highways, and it is claimed that men with tickets to Johnstown were put off trains before they had reached their destination.

The camp itself is located over the line in Somerset County in an old amusement center called "Ideal Park," renamed Camp McClosky by the B. E. F. Ticket booths gave lounging places for the men, and the platform of the merry-go-round, with its painted horses inclosed behind wire netting, offered shelter to several hundred men and a few families.

On Friday morning some 3,000 were still in the camp. Large numbers had already been sent by the B. & O. to Chicago, headed for St. Louis, Texas, California, and other "points west." That morning the camp presented an almost indescribable picture of disorganization, scattered filth, and aimless human groupings. There were still about 100 children there, most of them clustered around old automobiles that looked as though they might fall apart at any time. The families were waiting for the gasoline that the mayor had promised them, but were listless, fatigued, open to suggestion from any quarter. Commander Waters had not appeared in Johnstown, and the general belief was that he was under arrest in Washington. William Waite and Edward Atwell shared responsibility for the Johnstown group, but did not assume actual leadership beyond attempting to provide food and to secure transportation.

SHELTER

In the rout from Washington most of the families had lost everything except a little bedraggled clothing and bedding. Shelters of all types had been hastily knocked together; these ranged from the army tents that the California delegation had managed to save, down to pup tents, lean-tos woven of boughs, shanties of old oilcloth, or even to the rickety machines where some men and their families were sleeping at night.

SANITARY CONDITIONS

The sanitary conditions were extremely bad. No attempt whatever had been made to clean the camp. One latrine had been opened for women and children, which was reasonably clean. Another, for men, was described as filthy. Open cans of garbage stood about and the smell of garbage was everywhere. Bits of clothing were scattered here and there. It was stated that Major Mark of the State department of health had been forbidden by Mayor McClosky to clean up the camp or make it in any way habitable, for fear the veterans would stay indefinitely.

FOOD

Food seemed to be irregular but fairly plentiful. Milk for the children was sent in from the town, presumably from an individual dealer, since the town itself offered no organized effort to provide aid. The one meal we saw, given

in mid-afternoon, consisted of stew, beets, cabbage, plenty of bread and coffee. The men lined up for it with every imaginable type of receptacle—plates, tin cans, etc. The women and children were served first.

There seemed to be no pan-handling at all going on in the camp. Considering the conditions, the men were remarkably clean, orderly and well behaved. The nearest approach to begging was before two tents, where babies lay in cribs with a tin can labelled "Milk fund" hanging near.

On Wednesday the mayor had announced that the camp must be vacated by Friday night, and that he would "knock the teeth out of" anyone who remained. By Friday afternoon gasoline had been provided for all the families with machines—some 125 in number—each "car" had been given a dollar and the families were on their way. The gasoline and the dollar were reported by a reliable newspaper man as having been furnished from the treasury of the B. E. F. army, although Mayor McClosky stood at the head of the line bidding the people goodbye and assumed the credit for having furnished them.

There was great feeling among the men against the use of trucks and box cars for transportation. While the tales of their treatment by the State police of the different States could not be verified, they claimed that they had been "shanghaied" over the State line, and would have been routed through to another State if numbers had not jumped off the moving trucks, and beaten their way to Johnstown. The phrase, "riding home on the cushions" was used on all sides. In the afternoon when some 80 State trucks were lined up for "points east" the bugle called the men together. Waite, who seemed in the last stages of fatigue, said to the men that he "knew nothing about the trucks; they could take them or not, as they wished, but he wanted it understood that they took them at their own risk." The men then roared that they would not go. Perhaps a dozen climbed into one truck but were booed out by the others, and undoubtedly would have been pulled out if they had not hastily gotten off. Atwell had also promised the men in open meeting "We'll go home on the cushions with plenty of grub."

By late afternoon the number of children had diminished to about 60, with possibly a dozen babies under a year old. By 8 o'clock in the evening there were not more than 30 children remaining, awaiting transportation with their families. At least 1,200 men were left. There were many rumors about the lack of transportation, that the Pennsylvania Railroad would furnish only box cars, that trainloads were being dumped all over the country, etc. That same day the papers reported that hundreds of B. E. F. members had been dumped in Chicago. Both Atwell and Mayor McClosky claimed credit for providing the cars that were at last furnished.

After dozens of conversations with the men, the cumulative impression gained by our group was that certain outstanding characteristics of the men themselves were quite in contrast with some reports from Washington. These were men of early middle life formerly employed at steady jobs, "family men," drawn from the skilled and semiskilled as well as the unskilled groups, carpenters, lathers, machinists, railroad men were there in numbers. They represented a cross section of America, as had the Army in 1918. They were highly conservative indeed, had a middle-class psychology in their attitude toward the whole situation. Service badges, even distinguished-service medals, were in evidence. The men treasured their army papers, and nearly all had some remnant of their army experience in the way of an army cap, leggings, etc. There can be no question whatever that almost all of them were war veterans. They reported that there had been a rigid check on this point at Washington.

While the men had adopted the bonus as a symbol of their needs, they seemed entirely realistic about the limitations of a few hundred dollars to meet them. Their real demand was for security and in their bewilderment and onfusion they seem to have reverted to the old Army ways, to the earlier institutional situation where shelter and food is provided and where leadership is given. American flags were everywhere, repudiation of the "reds" was violent, though the speakers often added "that night in Washington was enough to make anyone a Bolshie."

The feeling against the Government's military offensive on July 29 and especially against the President as personifying the Government, was that of the deepest resentment. Washington had become an alien city. Resentment that soldiers had been turned against soldiers was bitter. They had been given until August 4, by written notice, but were attacked four days before. The men could not understand a Government that called them "heroes" at one time and "undesirables" at another. They were filled with tales of children who had been gassed and killed, of the ruthless destruction of their personal property. Almost every automobile had been newly decorated with signs indicative of this feeling: "Our children asked Hoover for milk and he gave them gas." "Who won the war—Wall Street? Oh, yeah!" "We are the starving Belgians," etc. Again and again they point out that it is the right of any citizen to appeal to his Government. "If the banks and railroads can get help, why can't we?" Again and again men said "It's really work we want; not the bonus."

These men also have a deep conviction that they are representing the people back home. Certainly there would seem to be sufficient evidence that there is some ground for this belief in the quantities of food that has been sent in from all quarters. For example at Gettysburg, where several hundred found shelter after they had been routed out of Johnstown, it was reported that word had been received from two legion posts that truck loads of food would be sent in regularly every week.

The men do not know where they will go "from here." Nor did they seem to care. Not one seemed to have a home except with relatives. Evictions, overcrowding, inadequate relief were in the background. They are all quite sure they will go back to Washington again. But the lack of leadership is marked, and there is no formulated philosophy or program.

The families and men, scattered at Washington, will inevitably "bunch," or group together, all over the country. They are drawn together by their Army experience, by the comradeship of the long trek to Washington, "recruiting" as they went, by the weeks there together, and especially by the rout of gas and flame. They left Johnstown in bunches, many of them. The California delegation had some 10 or 12 cars, including the remnant of the "medical unit."

These two nurses heading the fragment of the California unit told a vivid tale of their trek from California; 2,800 cars were in line, with a van and rear guard, a hospital unit, army kitchens, and all the paraphernalia that an army on the march may have. As they wound across the desert, "it looked like a great black snake, with its tail out of sight in the distance." Trucks of food met them everywhere—there was far more food than they could possibly use, sent by the thousands that sympathsized." The man organizing the first aid work in Johnstown, with the nurses, seemed unusually intelligent. He said he had been an architect in California.

MEDICAL PROBLEMS

From the hospital superintendent it was learned that during the first five days of the stay in Johnstown 39 patients had been treated in the Conemaugh Valley Memorial Hospital. On August 5 there were seven patients from the army under care. Since they present certain interesting features they are mentioned in detail:

Louise Herendeen, age 23, and newborn baby girl, Jackson, Mich.

Admitted in labor. No home. Husband in bonus army. First child. Husband a cabinetmaker. Out of work three years. Came to Johnstown in a truck. Husband's relatives and hers all out of work. No plans. Must "see husband."

John Gibbons, age 1 year, 3145 Grays Court, New York. Patricia, 3 years, sister. Children of Vincent and Veronica Gibbons. Father out of work two years, mechanic. Diagnosis: Infectious diarrhea.

Harry Lourey, age 45, Mineral Wells, Tex. (widower). Diagnosis: Typhoid. Will be in hospital a month.

Harry Brandien, age 42, 47 Scott Street, Newgatuck, Conn. Electrician. About $1,400 debts. No savings. Two grown children, two aged 4 and 2 years of age. Diagnosis: Infection in left hand result of gas bomb at Washington. Has 9 cents but won't accept money from the Government. Wife back home. Says he is sticking with about 100 men.

Dorothy Haywood, age 9, Batesville, Ark. Father, Ernest. Mother dead; one brother. Diagnosis: Pneumonia.

Mansell Conway, age 36, Little Rock, Ark. Chauffeur, colored. Wife at home. No children. Diagnosis: Burns second degree, left arm, chest, shoulder. Was cooking, lid blew off kettle. Hiked over. No money.

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These patients came from five different States. The occupations of the men indicate that they belong to skilled and semiskilled groups. The diagnoses indicate conditions resulting from hardship and unsanitary conditions. It should be noted that everyone in the camp praised the work of the hospital, of the county health officers, and of the representatives of the county medical association. Dozens of minor injuries were treated in the camp itself.

The two nurses from California who had set up a first-aid tent at Johnstown had many tales to tell of the injuries members of the group had received at Washington. One had dressed the bayonet thrust of the little boy discussed later, who was still in camp, and the man whose ear had been cut off. She was also caring for a little girl who had been gassed. She stated that there were also a number of men under care with hands burned in the effort to throw back the gas bombs that had landed on their children. Several men with bandaged hands were seen at different times about the camp.

For years the family welfare agencies have been calling attention to the increasing number of migratory families drifting through the country, "gasoline gypsies," begging food and gas from place to place, camping wherever the gas gives out. Thousands of these families have no State settlement—they have lost it in their wanderings. "Passing them on" is the almost universal practice, especially among the private individuals to whom they appeal. They carry with them, from place to place, problems of neglected childhood too numerous to recount. To this drifting number will unquestionably be added hundreds of "bonus" families, driven from Washington. These families had a home but it is gone. Not one of the Johnstown families seemed to have a real home to return to; relatives, yes; with 15 in the house and no one working, as one put it. To the question, "Where is your home?" the reply, invariably and without self-consciousness, was "Under that tree," or "Over in the corner by the big rock."

Two stories of Johnstown families illustrate this lack of all the usual "securities" of life. Lee King, 1110 Alder Street, Portland, Oreg. Mr. King stated that he is a paperhanger by trade. His wife died three years ago, leaving a new baby and three older children. Mr. King is a veteran of the Spanish-American War as well as the World War. When work was gone, he was finally obliged to move in with friends, at the present address. He joined the "bonus army" with his two little boys, six and eight years old, leaving the youngest, and the older girl with the friends. "He couldn't part with all of them," he says, though he thinks now it was not wise to bring the boys to Washington. When their house was fired by the soldiers the older boy ran back, crying, to save his pet rabbit. The soldiers "yelled at him to come back," but the boy ran on. The soldier pierced his leg above the knee with his bayonet, and drove him back to his family. Mr. King thinks that it must have been "a very young soldier who got excited and didn't realize he could have used the butt of his gun instead of his bayonet." "The worst of it was the kid lost his rabbit." To-day the wound still needs daily dressing, but is healing. The man was a gentle, quiet person, who spoke with great restraint of the Washington rout. His fondness for his children was marked. He plans to "start west, but stop anywhere where there is a good school."

In another family, the man was intelligent, quiet, self-controlled, a carpenter from Camden. He has four children, clean, well mannered, attractive. When they were evicted from their home, his wife went to relatives and he joined the "army." Two weeks ago his family came down to Washington. He realized it "was a mistake to let them come," but "the food there was so much better than at home that he is convinced the children have improved wonderfully in health." He was 16 months in the service. There is nothing for him to go back to in Camden, but a group of 40 are returning, and they hope to establish a "bonus camp" in that city.

HELEN GLENN TYSON,
Deputy Secretary of Welfare, Pennsylvania.

AUGUST 10, 1932.

In view of the newspaper accounts following the forced evacuation of the B. E. F. members and their families from Washington, D. C., and the report that large numbers of the "refugees" were collecting at Johnstown, Pa., I was asked on August 3 by Mrs. I. Albert Liveright, secretary of welfare, Pennsylvania, to make an immediate visit with the view to securing as comprehensive a picture as possible. The first objective was Johnstown, and if necessary, the adjacent territory. Following a conference with Mrs. Liveright in her office on the evening of the third, I left early on the fourth for Johnstown in company with Mr. F. Richard Stilwell, assistant director, bureau of assistance, Pennsylvania Department of Welfare. Following some preliminary contacts with interested citizens in Johnstown, we made an immediate visit to the camp, being accompanied by Miss Mildred Jackson, general secretary of the Johnstown Family Welfare Society.

CAMP M'CLOSKEY

The camp is in a pleasure park, called the Ideal Park, 5 miles out from Johnstown, and is located in Somerset County. It was named in honor of Mayor Edward McCloskey, of Johnstown, who had extended some sort of hurried invitation to the officers of the B. E. F. at Washington to locate at least temporarily at Johnstown. It is hardly likely that the mayor, in whatever invitation he extended, realized that thousands of the veterans and their families driven out of Washington, would seek Johnstown as a place of refuge.

At the hour of our visit, 2.30 p. m., according to a rough estimate, there were between 2,500 and 3,000 campers. One was immediately impressed with the large numbers of little children and mothers. The camp was in great disorder. The ground was covered with litter left by those who had departed on the evening of the third and on the morning of the fourth by train for points west and southwest. The newspaper reports that as many as 1,500 to 2,000 had departed in this manner was undoubtedly greatly in excess of the actual numbers. Due to the evident disorganization in the camp, from the headquarters tent down, it was very difficult if not quite impossible, to get accurate figures. The representative on the ground of Walter W. Waters, national commander of the B. E. F., who was still in Washington, was Edward Atwell, commander of Camp Marks, Anacostia, Washington, D. C., which had been evacuated on the night of July 29.

William Waite was serving as commander of Camp McCloskey. He was the center of excited and discouraged questioners. He showed every sign of extreme physical and mental exhaustion, having had little, if any, sleep or rest since he left Washington on July 30. He was most courteous and considerate, as were all of the B. E. F. officers whom we interviewed. He said it was quite obvious that Camp McCloskey would have to be abandoned within the next few days. It was not an ideal place for the numbers who had collected. Moreover, it was too inaccessible to make possible the supply service which had been in operation at Washington.

The campers could be divided roughly into two groups—one, those who were lined up in a total of approximately 125 automobiles, awaiting a supply of gas and certain other aid which had been promised, which would make it possible for them to reach their homes. It had been reported that Mayor McCloskey and an unknown group of persons with whom he was working would provide transportation and food to points of destination for the B. E. F. members at Camp McCloskey. For those leaving by automobile this was supposed to include some sort of card or certificate which would enable one to get gas within a certain time period—for example, the period would be longer for a person whose destination was California than for one whose destination was much closer to Johnstown. These automobiles were filled with belongings and humanity. There was an air of tension and excitement, also some bitterness, the latter increasing during the next few days.

Criticisms were directed chiefly against Mayor McCloskey because of the seeming change in his attitude toward the Bonus Expeditionary Force. He had shortened the time which the Bonus Expeditionary Force could remain at Camp McCloskey. He accepted a large responsibility for getting the campers on their way, notwithstanding the fact that the camp was located in another county and in an area over which he had no authority. He was reported in the press, also in conversations at the camp, to have said that everybody must be on their way by sundown August 5th, or he would knock their teeth out. Newspaper men reported that he had been largely responsible, if not solely responsible, in persuading or coercing the campers to fill up the first two trains. There had been a definite reluctance to leave the camp for reasons which will be indicated later.

Another group of campers was made up of families and children having cars who were uncertain as to desination. Likewise there were husbands and wives, unaccompanied by children; great numbers of single or unattached men, and a small group of families whose cars had been burned at Washington.

The common replies to the question, "Where are you going?" would be "I do not know;" "We have no home;" "I have lost my settlement;" "We lost our house and savings;" "Our people are all poor and unemployed;" "There are no funds for relief in our town," or "There never has been any money for relief where we came from."

One could not fail to be impressed by the appearance of the campers. The children, on the whole, seemed very happy. An overwhelming number of the adults had a good presence. In the face of lack of adequate bathing facilities, people looked clean. They showed a high degree of intelligence. Many of them, judging from their conversations and manner, came out of backgrounds of refinement. Every one of the approximately 75 men whom I questioned specifically as to their service records, produced his service papers, showing honorable discharge from the Army or the Navy. I should say the age group ranged from 35 to 45. I saw no children beyond the age of 12 or 13 years. With very few exceptions, the women appeared from all outward signs to be decent folk.

Some of the men who were married said they were definitely opposed to having their families with them either at Washington, or in Johnstown. They felt they could be better taken care of if they remained at home with relatives or friends. Others said their wives and children might just as well suffer or prosper with them in a camp or on the road for there wasn't anything back home, or the place which months ago had been their home.

There were men who seemed quite obviously to be floaters. They looked dissipated; they were not of the type who would be easily employable, but there were very few of such men. I saw no women about whom I would raise the slightest question as to their morality. The sex conditions of the camp were reported to be excellent.

The picture as to the types of persons at the camp can in part be revealed through touches such as the following: One family consisting of mother, father, and three children; the parents were in a highly nervous state. The mother is the daughter of a professor in an Indiana college. This family had suffered privations and were not desirous of having their plight reported to their relatives. They had no particular destination. Mother and children were seemingly in very poor physical condition. I observed at least 15 men with distinguished service medals. One man at Johnstown said he had been a member of the Lafayette Escadrille; another acting commander, Bernie Woods, in charge of the Bonus Expeditionary Force camp at Gettysburg, had also been a member of the Lafayette Escadrille. He had been written up in a recent number of the Bonus Expeditionary Force News. I had a brief conversation with him on my way back from Johnstown.

From different people one got stories which indicated long unemployment, from one to two years; people who had had their homes; been independent at one time, and who had lost their savings. They gave evidence of having enjoyed and treasured family life. There were graduate physicians, nurses; a graduate pharmacist; passenger conductors; locomotive firemen; artisans, such as structural iron workers; carpenters; white collar people, such as clerks, down to the casual and irregularly employed worker. They spoke with restraint; some certainly were folks who read and liked books.

There were many negro men in the camp; very few negro women. Included in the latter was a lonely grandmother, near 60, who come from Ironton, Ohio. Her husband left her in Washington a few days before "The Battle of Washington," the term used by the B. E. F. in referring to their last difficulties in Washington. This woman had married children in Tennessee, from which State she came originally. Her husband had gone to see relatives in New York. She had no way of reaching him. She was very confused.

One family—father, mother, seven children, came from southern California. The man was suffering from arthritis. It began when he was overseas. The baby, two months old, was in bad shape. This man had been a conductor for 10 years on a California railroad; unemployed for one and a half years. All of their belongings were in their car, which he drives in spite of his handicap. The man received temporary care in the Memorial Hospital at Johnstown; being a chronic case, had to be discharged. Family is planning to go back to B. E. F. camp in California. The man is not receiving compensation.

Another family consisted of man, wife, and one child. He had served overseas; came from Ohio; was a locomotive fireman; had lost his home; wife in very bad physical condition; child not well; when things got better, hoped to go back to the railroad.

Another family—man and wife, 41 and 44 years of age; 7 children, but none in camp; 5 married; 2 children with relatives on Pacific coast; had child who was burned to death in the Orient. This man has been all over the Far East; has arthritis; can go to Government Hospital; has lost about $30,000.

Husband, wife and 7-year-old girl, traveled in large household truck from California, bringing 16 people, including couple and 14-year-old daughter, picked up in Arizona; traveled with the California group of almost 2,400 which went to Washington. They were six weeks on the way; had a lot of sickness due to changes of milk and food. They spoke of the welcome which people gave them everywhere. These were intelligent people.

Man, wife, two girls, 10 to 12, from Ohio; no plans; long period of underfeeding.

Man, wife, seven children from Pennsylvania; baby quite ill in Washington; long period of unemployment; has received poor relief; no one to go back to in home town; relatives all poor; this family is going to wander.

Father, mother, five children; mother pregnant; the youngest child, a girl, had convulsions the night before; man a baker; lost his house in New York State; was evicted; he is going to wife's relatives in Virginia.

Man and wife and two children from Connecticut; lovely fine children; the baby is being breast fed; going back to a relative; children have been in better health since family went to Camp Marks.

Man, wife, four children; carpenter, from Camden, N. J.; they have lovely children; parents are neat, intelligent people; children have been in better health since they went to Washington; often went without meals before going there; was in service 16 months; has some hope of a job; in the meanwhile may go to a camp of B. E. F. in Jersey.

Man, wife, five children; long unemployment; desperately poor; man greatly discouraged; the little 4-year-old daughter said she loved to have her mother read from a book about Jesus and the Lord. This family came from Baltimore; put on trucks at Washington; was not permitted to get off at a point near Baltimore; their baby has been sick in the Memorial Hospital, Johnstown; no plans.

Father, mother, two children; came in car from southern Alabama; husband worked as a miner; injured; has heard something about Government compensation; mother at point of nervous collapse; in need of immediate hospital care; possible operation; have lost Alabama residence; do not want to go back because nothing but dire poverty awaits them. They have been traveling since last fall; slept out in a tent through the winter in all sorts of weather.

Father, mother (pregnant), three children; man thought he had lost his New Jersey residence; did not know where to go; has worked for one company as a bus driver, 1919 to June, 1930; laid off; unemployed to date. Mr. Stilwell, of the Department of Welfare, called up the mayor of Jersey City on the telephone; family had received emergency relief. The mayor replied by wire, saying Jersey City would accept this family for relief; family had provided definite information as to where they had lived in Jersey City; mother is pregnant and needs immediate medical care. The expert service given by the department was of great help to this family, since it wanted to go back to its home.

Widower—wife died three years ago—man's name, Lee King; 1110 Alder Street, Portland, Oreg.; Spanish-American War and World War record; 4 children; 1 born when wife died; 2 boys, 6 and 8, with him; older girl left at home with friends in the West; is a paper hanger; had lived in Portland, Oreg., five years. One of the boys received a bayonet thrust in thigh while rushing back to get his rabbit the night Camp Marks was cleaned out; father does not think the soldier acted deliberately.

Harold Clark is a bright 10-year-old colored boy; mother dead; came on with his father, Maurice Clark, from Chicago, about a month ago; lived at 2252 Thirtieth Street, Chicago; is in the third B grade; the father went away for a few days just before the trouble; boy does not know where he is; was brought to Johnstown by George Thompson and his family from Camp Marks. They cared for him until they left Camp McCloskey, turning the boy over to the mayor; the return of Harold to Chicago was being taken up by Miss Jackson, of the Family Society. Mr. Thompson and his wife said that Harold was a fine, wholesome, intelligent boy.

There were people from all over the country at Camp McCloskey.

SANITATION AND HEALTH MATTERS

Maj. Coleman B. Mark, maintenance engineer, executive bureau, department of health, was the quiet and effective power for getting some order out of the chaos at Camp McCloskey. He was sympathetic and understanding, as were the medical officers associated with him. With so large a group on his hands, some going, some coming; with people so emotionally upset, still suffering from shock, facing new discouragements and uncertainties, his handling of the situation was entirely sound. In spite of the fact that there were still approximately 1,200 people at the camp Friday night, the place had been well cleaned up. He was faced by the fact that the camp was not located at a suitable spot and that any attempt at what looked like extensive sanitary measures, would provoke a storm of local criticism from those who wanted nothing done to lead to anything in the nature of a long-time stay from the B. E. F.

Major Coleman was fully prepared to supply food or clothing, and if necessary, shelter, in the event that such became necessary through a breakdown of the B. E. F. and certain special local services. He likewise had to recognize the fact that the mayor was doing everything in his power to move his unwanted visitors to other parts of the country. There was no discernible hostility in Johnstown toward the B. E. F. The veterans kept out of the city; there was no begging or panhandling, and the only social agency used was the Memorial Hospital.

It was reported that some citizens had declared that if any local charitable agency, or the chest, gave any help they would withdraw their contributions. But this is nothing more than would have been said by certain persons in any community in the United States under like circumstances.

It is very clear that Johnstown, which has a great deal of unemployment, and is facing serious difficulties in providing both public and private funds for relief and other welfare purposes, felt that the job of planning for the B. E. F. visitors was certainly a State, as well as a national matter. The Memorial Hospital cared for the sick B. E. F. parents and children, as any good hospital would.

The physicians of Cambria County were most cooperative. With the first sweeping in of the "refugees" the Cambria County Medical Society organized a special emergency service. Approximately 30 members so scheduled their time that two members were on service for eight hours a day. Members were also available for special calls when needed. There was very great necessity for the services of physicians. The part which the State sanitary officers and the local medical group played had a very wholesome and sweetening influence on the spirit of the officers and members of the B. E. F. They treated these folks like human beings.

FOOD

Although prepared under difficulties, there was sufficient food for adults. It was, however, not an adequate diet for those who were in poor physical condition. There was some milk for children, but by no means a sufficient supply. It was a monotonous diet, but no one had to go without food.

SHELTER

There were a few tents—some evidently brought on from Washington. A few families had straight camping equipment, but by far the great majority slept under make-shift shelters, sheets, pieces of carpet, bits of canvas or boughs, and leaves. On the last two nights, at least, that I was there, hundreds of men slept on the ground under the open sky. The weather had, on the whole, been propitious. A few days of hard rain would have greatly intensified the misery. A number of men and a few families slept under the roof of a large merry-go-round. All of this within a community which in the year 1889 experienced one of the world's great disasters—the Johnstown flood.

LAW AND ORDER

The B. E. F. provided its own discipline and self-control. The members were friendly to visitors. One was as safe there as on the supervised streets of Johnstown. The State police were not in evidence, under a wise decision of

Major Adams. On one or two occasions when sharp and angry dissent was expressed by many as to suggested means of transportation, there was not the slightest danger to persons. Protest was directed at those who were far away.

B. E. F. members spoke critically of their experiences after they struck the Pennsylvania line. They said it was apparently the policy of our police to get the "refugees" transported as quickly as possible in State trucks to the Ohio line where they would probably be picked up in public conveyances for quick transfer across that State to Indiana and so on and on. It was reported that some State police rode on the trucks to insure the delivery of the passengers to points outside of Pennsylvania. When the trucks slowed up coming over the mountains near Johnstown, great numbers jumped off. This is how so many arrived at Camp McCloskey. It was reported that others were forced to entrain at Washington and were brought to points near Johnstown. This latter statement should be viewed in the light of contrary remarks to the effect that Pennsylvania State police had done everything in their power to divert B. E. F. members from getting to Johnstown. One newspaper man reported that on the morning of August 4 a small party which had alighted from a train outside the city and which was marching with flags flying, were told that they could not go to the camp, that it was breaking up and they must find shelter elsewhere. The story as told at the camp also indicated that B. E. F. members coming into the vicinity of Johnstown being bound for the camp were also diverted to other parts. It was also a matter of conversation that B. E. F. members who had purchased transportation to Johnstown from Washington in the early part of the week were being discharged at points outside of Johnstown.

OBSERVATIONS OF NEWSPAPER MEN

The newspaper men I talked to showed the utmost sympathy and understanding. One man remarked: "I was surprised to find those people to be really nice folks. They are pathetically patriotic. They won't move without a flag." Another man said: "They certainly got a bad break in Washington. They are not radicals; they are just poor people out of jobs and looking for food and shelter." Another man said that the newspaper men had picked up a lot of stories such as have been indicated above. He did not know whether they were true. He feared a lot of them were true. It was this same man who said that the full story would not come out until December when there would certainly be a congressional inquiry. He noted that persons interviewed were frequently afraid to show too much knowledge about given events because they thought they would get into trouble with the authorities at Washington. He also said that seemingly everyone interviewed and who had been driven out of Washington spoke with every evidence of horror and surprise concerning what had happened. They could not believe it was really true that the Government at Washington understood them to be dangerous. He also said that the most casual contacts with the B. E. F. group gave one a realization of how serious conditions must be throughout the country when such nice people would have felt their only way to get help was by camping near the National Capital.

CONFERENCES WITH MAYOR M'CLOSKEY

I had a brief interview with the mayor early upon the evening of the 4th. He was leaving for the camp to speed up more departures. I ventured the suggestion that the application of some social work at the camp would be of real help. He expressed vigorous and unqualified opposition to anything which looked like setting up a social welfare service office at the camp. The need as he expressed it was to get people on their way as rapidly as possible. The next evening, when many of the B. E. F. had left, he asked for a further conference, because he said there would be a few stragglers and left-overs. Social workers might be able to be of some help with such as did remain. The little colored boy who had been turned over to him gave some point to his thinking in regard to the things which social workers might do. It was left to Mr. Stilwell to confer with him on this matter.

DIRECT SERVICES BY THE DEPARTMENT OF WELFARE

It was quite evident that the services of social case workers were needed and that such could be expressed in such a way as to obviate criticism from everyone, including the mayor. A request was then made to Mrs. Liveright

to send as soon as possible at least three members of the social case work staff of the department. The next morning, August 5, we had the assistance of Mrs. Helen Glenn Tyson, assistant deputy secretary, Miss Charlotte B. Parrish, assistant State supervisor, Mothers' Assistance Fund, and Miss Helen M. Behal, field representative, Bureau of Children. These, cooperating with Mr. Stilwell, assisted most ably in completing this first picture of the social significance of the B. E. F. as it presented itself to the Commonwealth of Pennsylvania. Many of the stories which have been presented and the general point of view of this report were contributions of the above persons. They have contributed to a balance and clarity, and also supporting testimony and observations, which have very great value.

COOPERATION OF JOHNSTOWN CITIZENS

Mr. William S. Gray, president of the Family Welfare Society, Mr. Russell R. Yost, treasurer of the society, and Miss Story were most helpful with their suggestions and advice. The thought it would be distinctly unwise to do anything at this juncture which tended to check the movement of folks from the camp. They said it would be quite impossible to clear the camp of everyone within the time limit set by the mayor, namely, the evening of August 5. After the force for evacuating the camp had spent itself, it would then be possible to set up without criticism or misunderstanding some definite, recognized welfare service by the department. They agreed with the necessity of a very careful consideration of the social welfare aspects of the whole matter. The national link-up was very clear in their minds.

B. E. F. ATTITUDE TOWARD PROFFERS OF SOCIAL WELFARE SERVICES

Commander Waite was told very clearly why we were at Johnstown. He felt that with the necessity for closing the camp and in view of the confusion and anxiety of the people, it would be inadvisable to have anything like a publicly announced social welfare office. He said that the B. E. F. members needed to be understood—but the job on any individual basis would call for an amount of time which could not be allowed. He also feared that there would be great danger of some people "stringing us." He did express the fullest desire to cooperate and know that if we moved about we would get a lot of valuable information and also get into situations where we could be of real help. This is just what happened. It should be made a part of the record that he and other officers welcomed the help of the department staff members who were on the ground.

It was evident to all of us that one of the primary needs in that whole situation was good social case work. Certain of the cases cited above are proof of this statement.

THE HESITANCY TO LEAVE THE CAMP

The people at the camp had various and some of them seemingly quite sound reasons for desiring to remain. Fears were expressed that the promises as to the type of care which would be given to those going to distant points by train would not be kept. It was reported at the camp early on Friday the 5th that those who had left on the first train for California on the night of the third had been dumped on the outskirts of Chicago with seemingly no likelihood of their immediate departure for the West. Granting that all of those who left on this train were headed in the right direction, a wise use of Travelers Aid services would have been a real protection for both travelers and the communities in which they might need temporary care. Under proper notification, the American Legion would have been willing to have provided a lot of help at every stopping place.

Many at the camp, under the stress of unemployment, have lost ties with local residence and have literally no place to go unless they should hear of real jobs. Lacking some definite plan of action, they are likely to swell the increasing numbers of those now migrating from State to State. Others represented broken families separated one from another after the hurried exit from Washington. To bring these families together, to locate lost relatives will call for some immediate national emergency clearing office. Possibly some of the children commonly reported to have been burned to death will happily prove to be just "lost children."

THE MENTAL STATE OF THE B. E. F. FOLKS AT THE CAMP

They felt they had been most unjustly and cruelly treated. One man after another said that that which happened at Washington was just like war. They referred over and over to the midnight "attack" of the soldiers on Camp Marks when 10,000 men, women, and children were driven out within a few hours. One could not tell whether the stories they told were based on facts or represented the misinterpretation of hysterical, overwrought, fear-driven people. Two men, in a highly nervous condition, said that they knew "for a fact" that the Third United States Cavalry which "had ridden into them at Washington" was just back of the hills of Johnstown ready to carry out the order for another clean sweep of everybody sometime late on August 5. Definite statements proving that this was not the case were received with unrestrained scepticism. Others, rightly or wrongly, declared that they had seen, or believed others had seen, instances such as these: (1) A soldier breaking the window of a closed sedan and tossing in a gas bomb amongst a sleeping mother and children. They described the mother screaming in terror and distress and unable to get out, and the frantic husband being turned back in his efforts to get to his wife and children. They described a gas bomb being tossed into a baby carriage where a little child was sleeping, the father throwing it out and thereby getting a bad burn. They talked about gas bombs being thrown in among the retreating people, men, women, and children, of tents, shacks, and houses being set on fire while they were still occupied, of a child who was badly crushed under a horse's feet, and many, many other stories, some of which sound too incredible to put into this report. But these are things which were in common circulation at Camp McCloskey. They are certain to be told and to grow in their telling as those who went through this experience make their way about the country. The reliability of those who spoke should be checked against the normal reactions of human beings to experiences which have been theirs. It was a common remark "That night was dreadful," "I never thought anything like this could happen in the United States especially to men who had fought for the Government," "It was real war, believe me," "Do you not know that they drove us out from Camp Marks although an official order had been issued giving us five days more or until noon August 4," "I bet you they did it at night because they were afraid people outside the B. E. F. might see and then tell," "You know there are people who won't believe the dreadful stories we tell although they are truthful just because they think we are all Socialists and Communists when really there were very few Communists and we made them keep to themselves," "If they had let General Glassford handle the matter there would have been no trouble," "We went there because we are poor. The bonus is a minor matter; surely people are not going to be allowed to starve to death in the United States, certainly not members of the Legion," "All you have to do is to look over this camp, talk to these people, and then you will realize that there must be a lot of suffering in the country," "We went to Washington because we had no other place to go to. When we leave this place we have no real destination." These are literal quotations jotted down at the time or immediately after each interview.

I talked to one family. The parents impressed me as being feeble-minded. These people had nothing to say about Washington. One man was pointed out with the comment "He has gone nuts." The latter man was chiefly worried because he had lost his clothing and a good bag at Washington. When the opportunity comes for a calm, dispassionate view of the whole B. E. F. episode in Washington, there should be time to review with sympathy and calm judgment what really happened.

One veteran, a structural iron worker, who had worked on the Philadelphia-Camden bridge and the Chrysler Building in New York but whose home is in the West, asked that I read the pledge which every B. E. F. member must take when he joins the organization. It is as follows: "Upon my word of honor and in the presence of these witnesses, I promise and swear to uphold the Constitution of the United States to the best of my ability and swear an unswerving allegiance to the flag. I hereby agree to render any possible aid within my power to the campaign of the B. E. F. to secure economic justice for the men who served this Nation in time of need during the World War. I agree to work in the interest of those representatives of the Government who have supported the bonus measures and vigorously oppose those representatives who oppose the just dues and obligations due the veterans. I will be

ready and willing when called upon to aid and support any honorable and constructive endeavor to protect the best interests of all people. I will encourage good government and the lawful pursuit of happiness and property and that I will render every kind favor which justice and mercy may require."

THE GENERAL ATTITUDE OF PEOPLE IN REGARD TO THE B. E. F.

Some of the men at Johnstown said they knew they were going to meet with a lot of trouble as they went from one community to another. They spoke with bitterness and a feeling of real injury concerning the statements which the President was reported to have made that most of the B .E. F. members at Washington were given to dangerous social thinking and that many of them had seen no service. One group of about a dozen men all from New Jersey, said that they had seen service together in France and that the camp fires at Anacostia and Camp McCloskey represented for them one of the first real reunions since the war. One heard comments that as folks who had left Johnstown by train got out into the rest of the country they would probably be surrounded by the police and herded together as undesirable. It would be interesting to talk to some of these recent campers at Johnstown about the newspaper reports of the manner in which the Texas contingent which left Johnstown on the morning of the fourth was treated on its arrival in St. Louis. There will be many exceptions as in the case of the city of Gettysburg camped in the very heart of the city in a cool and shady park are several hundred men and a few women who had been at Washington. These men spoke of the very sympathetic and considerate spirit of the citizens of Gettysburg. Acting Commander Woods at this camp spoke of the restraint and self-control shown by the B. E. F. at Washington. He asked if I had heard that when trouble began again early in the evening of the fourth of August some of the men at Anacostia were offered machine guns and Browning rifles by friends on the outside.

As one talked and moved about they could not fail to be touched by the plea that citizens generally should not forget that the B. E. F. is composed of folks just like themselves. Perhaps they could tell of more sufferings and hardships during the past two years than could be told by any other group of like numbers because the B. E. F. is pretty much a cross-section of the citizenry of the whole country. These people need sympathy and understanding. We are going to avoid trouble according to the extent to which those qualities of character and intelligence are expressed by public and private officials and citizens in general.

RED CROSS

Frequently in the course of conversation it was brought out that members of the B. E. F. were not very well informed in regard to the particular services which the home service section of the Red Cross is ready to extend to them. There were men with evident disabilities rendering them as much as 25 to 75 per cent ineffective who had made no application for special disability compensation. Some spoke as though they did not know how to secure special care in Government hospitals. It would seem highly desirable that the National Red Cross through its local chapters should take an active part in working with these people. No antagonism was expressed in regard to the Red Cross although no special questions were directed under this heading. One man said that nothing "cut much ice" with him now save his membership in the B. E. F. He thought that was going to do him some good.

AMERICAN LEGION

One heard frequent criticisms against the leading officials of the American Legion. Some criticisms against State officials were expressed. The rank and file were thought to be very friendly. They had provided lots of food and clothing as well as money at Anacostia and much care and shelter on the way to Washington. Some of the things which remained to be done will have to be through the closest cooperation between Legion officials and public and private officials, both in and out of the field of social work. Some of the men expressed fear of the police. An educational campaign which helps to make the police understand the quality of the B. E. F. membership will have far-reaching influences for good.

RECOMMENDATIONS

(1) There should be set up a central clearing bureau, probably in Washington, for the purpose of locating lost members of families and bringing separated family groups together. (2) There should be an immediate charting of all the emergency camps which B. E. F. members have set up. In the haste of evacuation, if some stories are to be believed, people were sent at points quite distant from where they really belonged. (3) Special transportation measures will have to be devised and they should be humane measures. Transportation in a truck may prove fatal to a very ill mother or other person. (4) The value of social work, even if it has to be expressed by intelligent volunteers working under ompetent supervision, needs to be stressed. A special service in this regard can be rendered by family and child caring organizations, overworked as they are. (5) Certain fundamental principles which should control all of our relations to and treatment of people, especially distressed people, must be restated at this time.

These recommendations make no reference to what many public and private groups will, called upon, say and do.

J. PRENTICE MURPHY,
Member Welfare Commission.

RECOMMENDATIONS—COMMITTEE ON RESOLUTIONS

The conference on the bonus expeditionary forces in relationship to the general problem of migrant unemployed called by the Secretary of Welfare of Pennsylvania, met in Harrisburg, Pa., on August 11, 1932.

It was representative of public and private agencies from New York, New Jersey, Pennsylvania, and Ohio in attendance; Delaware and West Virginia in absentia; of national agencies in the field of social work, a.d of the American Legion and Veterans of Foreign Wars of Pennsylvania.

After the presentation of reports and case studies of the bonus army at Johnstown, Pa., made by members of the staff of the Department of Welfare and a member of the State welfare commission, and following prolonged discussion, a subcommittee on resolutions was appointed by Mrs. Alice F. Liveright, secretary of welfare.

The committee on resolutions begs to submit the following statement:

In the light of the reports presented to the conference by representatives of the Welfare Department of Pennsylvania, it is apparent that—

1. The bonus expeditionary forces, as observed in Pennsylvania, represent but a part of the larger problem created by the economic depression and consequent distress, with the resultant migration of large numbers of the unemployed throughout the Nation in search of work. (It is estimated that not less than 1,000,000 people are "on the road" because of unemployment.)

2. The present method of handling the migrant (whether organized as is the bonus expeditionary force, or unorganized) by providing transportation to some other community by train, truck, or automobile is wasteful of funds and of human resources.

The 500 migrants with their problems who may arrive in this town to-day are multiplied to 1,000 problems as they move to the next town on the following day, and so on from town to town, by this system of merely keeping the migrant "on the move" without plan or direction.

3. We, the public and private social agencies, are facing an entirely new problem in social adjustment and relief for the migrant, the magnitude of which has not yet been realized and methods for handling which have not yet been developed.

4. The evidence presented to us to-day indicated that the men in the bonus expeditionary forces and their families camping in Pennsylvania are of a higher type than the average economic migrant. They represent a very fair cross section of the unemployed and are not typical of the "hobo" of past years. The experience in Johnstown indicated that they are receptive to case work study and individual advice in relation to solving their problem.

5. The problem which in normal times is created by lack of uniformity of the laws of legal settlement throughout the United States has been vastly increased by the prolonged economic depression. The resulting migration in search of work has culminated in the loss by thousands of persons and

families of any legal residence anywhere in the United States and consequently loss of any claim upon any community for relief.

6. Communities (State, county, and municipal) are determined, and rightly so, to meet first the needs of their own unemployed, and this tendency is becoming increasingly marked. As a result, no adequate funds are available for the care of the transient who nevertheless is still a citizen of the United States. This points to the urgent necessity of Federal reimbursement for expenses undertaken by localities on behalf of the transient.

We therefore recommend that from this conference group a continuing committee be appointed to consider practicable suggestions and plans for attacking this problem, providing for the stabilization of the migrant unemployed; providing for the reimbursement of local communities through State funds, and for State reimbursement for interstate problems from Federal funds, and the setting up of some adequate social mechanism by which social services which are needed by a vast majority of these individuals and families may be rendered.

Mr. J. Prentice Murphy, member of Welfare Commission of Pennsylvania and executive of Children's Bureau, Philadelphia; Mrs. Bertha McCall, National Travelers Aid Society, New York; Mr. Walter West, American Association of Social Workers, New York; Miss Josephine Brown, Family Welfare Association of America, New York; Dr. Ellen C. Potter, Department of Institutions and Agencies of New Jersey, chairman.

ELLEN C. POTTER, *Chairman.*

AUGUST 15, 1932.

STATEMENT OF E. L. WORTHINGTON, CHAIRMAN OF THE FARMS COMMITTEE OF THE CLEVELAND EMPLOYMENT COMMISSION AND PRESIDENT OF THE CLEVELAND BOYS' BUREAU

The CHAIRMAN. Mr. Worthington, please give your full name, address, and position to the reporter for the record?

Mr. WORTHINGTON. My name is Edward L. Worthington, of Cleveland, Ohio, president of the Cleveland Boys' Bureau and chairman of the farms committee of the Cleveland Employment Commission.

The CHAIRMAN. We would be very glad to have you proceed in your own way.

Mr. WORTHINGTON. I do not mean to slight the women, but most of my contacts have been with the boys and men so that naturally my viewpoint is more from that standpoint.

My interest in appearing before you to-day in this discussion of relief is twofold—as president of the Cleveland Boys' Bureau, which handles all destitute boys between the ages of 16 and 21 in Cleveland, and as chairman of the farms committee of the Cleveland Employment Commission.

The boys' bureau recently made a survey to determine how many transient boys between the ages of 16 and 25 came to Cleveland in the course of a month. All of the social agencies, railroads, bus and truck lines were contacted. It was found that in the last three months of 1932 approximately 2,400 boys each month were contacted by this group. There may be some duplication in these figures, but we believe that they are not far out of the way, as a large number of boys do not contact any agency.

The CHAIRMAN. Have you any comparable figures for the preceding year?

Mr. WORTHINGTON. No; I have not. I know there is a great increase.

The CHAIRMAN. You know there is a great increase?

Mr. WORTHINGTON. Yes.

One of the interesting facts developed by the survey was that the Young Men's Christian Association was housing and feeding about 500 young men a month, in its central building in Cleveland.

As a result of what they discovered they were doing, the Young Men's Christian Association themselves made a survey, a study of the work they were doing among the boys in their Cleveland branches and the national council of the Young Men's Christian Association have just passed a resolution calling on all branches in the country to study the problem of transient boys and cooperate with other agencies in its solution. I have a copy of that resolution here which I will be glad to leave with you.

The CHAIRMAN. I would be very glad to have it incorporated at the conclusion of your testimony.

Mr. WORTHINGTON. At the suggestion of Mr. Newton D. Baker, this Ohio survey was extended to 18 of the larger cities of the State by the Young Men's Christion Association. This report showed that there were approximately 10,000 transient boys a month reaching those cities.

Ohio is no different from any other State. The survey of the Children's Bureau at Washington showed that there are over 200,000 transient boys, the great bulk of them in the Southwestern States. Texas alone was estimated to have about 60,000 transients. This is a national problem and should be handled as such. Each year our public schools are pouring forth a horde of boys on our communities who have little or no chance of finding employment. Jobs must be found for them, even at the expense of older men who are better able to stand the strain of unemployment. If this is impossible at this time, simething should be done to keep these boys busy, reasonably contented, off the road, and out of cities in which they have no legal residence. We in Cleveland feel that by expanding our educational, recreational, and vocational guidance facilities we might in part accomplish these ends.

My efforts have been directed almost entirely toward relief during this depression and yet my experience teaches me that character building is just as important at this time as feeding the hungry. If each community would look after its own boys, the transient problem would be reduced to a minimum. Government funds might well be used to supplement the work of the struggling agencies in their efforts to prevent juvenile delinquency. Preventive measures are far less costly than correctional. In the meantime these boys are with us and must be housed and fed. Every city must realize that they are each taking care of the other's boys in about the same proportion.

We feel strongly that minors should have separate housing facilities from adults, and that groups should not exceed one hundred at one time. The fundamental principle of relief work with transient boys should be to return them to their own communities as soon as possible. This necessitates personal interviews by trained social workers, to help them work out their problems.

Of the number of boys that we have handled in the Cleveland Boys' Bureau, with intensive case work, we have been able to persuade about one out of six boys to return to their own homes and,

working very closely, as we do, with the Travelers' Aid Society we have found it possible to get them there.

I might also say that this bureau is a cooperative agency in which every agency in Cleveland that has to do with the boy problem especially between those ages of 16 to 21 cooperate and are actively interested.

The farms committee of the Cleveland Employment Commission is trying the experiment of operating farms manned by the unemployed in the vicinity of Cleveland. Last year we operated one farm where 100 men per day were used. We felt that this operation was so successful that it warranted a much larger one this year. We are, accordingly, attempting 10 of these units where approximately 1,000 men may be housed and kept busy. In our project last year we not only raised quantities of vegetables with which we are now feeding the needy but the men were kept off the streets, and were rehabilitated physically and morally.

I might say that we were a little concerned at the start as to whether the men would want to go out in the country and work. It was with some difficulty that we got 25 to try the experiment the first day. We transported them last year to the farm but after the first day we could have had 200 or 300 men very easily and, as a matter of fact, we kept a group of men out there all winter timbering and doing things they could do around there in the winter.

We believe that small farms or work units of this kind scattered around the country would be far more effective than centralized camps with their attending problems of demobilization and discipline, to say nothing of transportation of men to and from these camps.

I might say just the other day I had a talk with Mr. Newton D. Baker and he now seems to favor the small unit as opposed to the large concentration camp fearing just as we do the problems of demobilization and discipline.

Knowing that I was going to appear before your committee I called a meeting at my home the other evening which was attended by the following group:

Raymond Clapp, director of Welfare Federation.

Edward D. Lynde, general secretary of Associated Charities, member of farms committee.

Mrs. Bernice Pyke, city welfare director.

Joseph T. Gorman, president board of county commissioners, member of farms committee.

Rev. C. H. Leblonde, director of Catholic Charities Bureau, vice president of boys' committee.

Mrs. Frances T. Hawes, executive secretary, Travelers' Aid Society, member of farms committee.

A. G. Knebel, general secretary of the Young Men's Christian Association, chairman of boys' committee and member of farms committee.

Leonard Fels, associate general secretary of the Young Men's Christian Association, and member of recreation committee.

Henry M. Busch, assistant director of Cleveland College.

John Davis, manager of city farm and member of farms committee.

Fred Zappolo, director of central bureau and director of boys' bureau.

Miss Margaret Frazier, financial secretary of Young Women's Chistrian Association.

E. L. Worthington, president of Cleveland Boys' Bureau and chairman of the farms committee; member boys' committee.

These people all have a very definite interest in unemployment and relief work.

It was agreed by this group that the fundamental principle in handling all transients should be to return them to their own communities and families as soon as possible. The problem of caring for the unemployed has become so acute that local communities have been unable to meet it without outside help. Private philanthropy has become exhausted and even city and State funds can not meet the demands for relief. This is a national problem and Federal aid should be given to meet this emergency.

The group did not approve of large concentration camps for the unemployed in Ohio because, first, of the cost of transportation; second, of the difficulties of demobilization; and, third, of the lack of individual care needed in each case.

It was the consensus of opinion:

First, that all minors should be separated from adults.

Second, that units for boys be set up in cities where not over 100 boys will be housed in any one unit.

Third, that the boys be kept long enough to allow trained social workers to study and check each case through the various social clearing houses, returning the boy to his own community as soon as possible under local agency care;

Fourth, that each boy be given a complete physical examination, and treatment for any disabilities found.

We have gone into that very thoroughly in Cleveland.

One youngster came to our home the other day and we noticed he limped. The doctor happened to be there at the time and examined him and found both his feet had been frozen. He had come from Seattle, Wash., and been stalled in North Dakota in a blizzard and was locked in a box car for several days and both of his feet were frozen. The doctor rushed him to the hospital and afterwards said if he had waited two or three hours longer they would have undoubtedly have had to amputate both of his feet. It seemed to me that one thing had paid for all we had done in Cleveland in housing and caring for these boys.

We have had marvelous cooperation from doctors and surgeons and dentists and eye specialists in Cleveland taking care of all of the boys free that we get, to say nothing of hospitals. We have had operations for hernias, for tumors, and other disabilities.

One problem that we notice is the great increase in venereal diseases and we are now working with the city health authorities to see if it will not be possible to increase the facilities for clinics along that line.

Fifth, that existing agencies should be used wherever possible to handle transient boys who can not be returned home or have no home to which to go. It may be necessary to increase the facilities of these agencies to meet the need.

Sixth, that wherever possible, short-time transients should be housed separately from the longer-time residents and such transients as it might be deemed wise to keep for a longer period. The short-time transient is a disturbing influence on the discipline and routine of the group.

Seventh, that small farm or work units should be tried in some cases, still maintaining the small group.

Eighth, that it is most valuable to develop educational and occupational programs in both city and camp sites and units.

Ninth, that the police should be urged to arrest vagrants and panhandlers, and that habitual offenders be given a longer sentence. Where minors are arrested by the police, they should be turned over either to the juvenile court, when the boys are below 16, or if older, to a social agency such as our Boys' Bureau, who may determine what disposition should be made of them.

Tenth, that Federal aid should be provided to help existing agencies house and feed these transients. Also to provide recreational and vocational programs for them that they may be kept at home and not become delinquents or wanderers.

In closing, I would like to read one very short paragraph in an editorial that appeared in last night's Cleveland paper. I saw it on the train. It says:

> The La Follette-Costigan bill would appropriate $500,000,000 for Federal aid to the States, a sum only about 2 per cent of that raised to fight the World War. The Cutting bill would grant the States $15,000,000 for adequate care of itinerants, a sum that is about 1 per cent of what the R. F. C. already has loaned for the relief of banks, insurance companies, and railroads.

"The fiber of the Nation is being steadily weakened," Donald Richberg told the Senate subcommittee. "Self-respect, courage, and initiative are being destroyed in millions of homes by years of idleness, malnutrition, and despair. We must check this national degradation at any cost."

The CHAIRMAN. In connection with your study of this problem, do you believe that the inadequate relief being provided generally due to lack of resources is contributing to this migration of the boys and men?

Mr. WORTHINGTON. There is not any doubt about it. If in Cleveland we had sufficient funds to provide for adequate space we could get far more of these boys and train them properly. We are only touching a small percentage of the boys that come there and it is true of other agencies. Boys would rather panhandle on the street and go to a flop-house than to go to a wayfarer's lodge and mix with the older men, and that is certainly no place for them anyway.

The CHAIRMAN. Have you made an investigation of the percentage of these people who have had high school educations?

Mr. WORTHINGTON. Yes; a great many of them have; a very large percentage. We find some that have college educations, a large number that are graduates from high school and of course a very large percentage that are well on their way toward finishing the grade schools. I think that is more true this last year than ever before in Cleveland.

Senator CUTTING. You have heard what Mr. Murphy had to say in criticism of the camp system as a final means of handling this problem. Have you any comments to make an that?

Mr WORTHINGTON. I agree that it is only a temporary measure. Work must be provided. You have to put these boys and men back to work before you will ever solve the situation, but in the meantime something must be done for them. They must be kept busy and profitably employed if possible.

Senator CUTTING. Certainly the camp is preferable to the present chaotic situation, is it not?

Mr. WORTHINGTON. There is no doubt about it, and I can see where the large concentration camp might work out very well in the Southwest and California, but I do not think it would work out in the East and in the Northern States as well. We would much prefer to have smaller units for training boys for some useful work, if nothing else offers, let them farm. Certainly, those vegetables are not going to be misused. We are not selling them. We are giving them to people who can not buy them. On my farm committee I have the head of the five farming groups in the county working in close cooperation with me on this problem. We have no antipathy from the farmer. As a matter of fact, he is turning over his surplus crops to us now. We received from him thousands of bushels last year of potatoes, beets, and things that we stored and are feeding this winter. They are very cooperative. They are having as much trouble as the men in the city.

Senator CUTTING. I gather that you agree with previous witnesses that the question should be handled by cooperation between Federal and State agencies?

Mr. WORTHINGTON. There is no question about it to my mind.

Senator CUTTING. That is all.

The CHAIRMAN. Thank you very much.

(The resolutions of the national council of the Young Men's Christian Associations referred to by Mr. Worthington are printed in full, as follows:)

JANUARY 19, 1933.

GENERAL BOARD RESOLUTIONS ON HOMELESS AND TRANSIENT YOUNG MEN AND BOYS

The general board is profoundly impressed with results of the nation-wide studies revealing the effect of present social forces upon boys and young men. The gravity of the problem is indicated by the many thousands of now transient and homeless boys and young men, and the even larger number of prospective transients among the up-to-the-present more stable population.

This condition is called to the attention of all member associations of the national council. The nature of the problem demands cooperative effort, not only in dealing with individual transients but also in an attack upon the conditions which surround young men and boys in the present situation.

The general board invites member associations to share their experiences through the channels of the general agencies. It suggests that every association make a new appraisal of the everchanging situation to ascertain the number of transients coming into their community and also the number of their own constituency who, because of unemployment, and lack of worthwhile opportunities for constructive use of time are prospective transients.

The attention of member associations is also called to the fact that this is a problem in which the associations, while taking great initiative themselves, will need to join with other social agencies in united efforts which take into account public and private enterprises.

The general board requests the national council committees and staff to continue relations with other national agencies in a cooperative endeavor to ascertain the extent of the problem, to study and make available to member associations descriptions of successful experiences both in preventing boys and

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young men from aimless travel, and in taking care of homeless and transient boys and young men as they come into local communities.

The national council committees and staff are authorized to participate in the governmental hearings on bills now pending and to supply to member associations the timely information necessary to the guidance of any associations which may wish to influence their Senators and Representatives in Congress to favor pending bill.

In order to assure prompt participation of Y. M. C. A.'s in any national or State program dealing with this problem, it is recommended that the executive committee of the general board be authorized to develop a national committee for counsel and guidance in the relationship of the Y. M. C. A. to such a program.

STATEMENT OF ELLIOT CHAPMAN, WASHINGTON, D. C.

The CHAIRMAN. Please give your name and address to the reporter for the record.

Mr. CHAPMAN. My name is Elliot Chapman, and I am living with my grandmother at 1321 Massachusetts Avenue, here in the city.

The CHAIRMAN. How old are you?

Mr. CHAPMAN. I am 18.

The CHAIRMAN. How long have you lived with your grandmother?

Mr. CHAPMAN. My home is in Detroit. I was brought up there. I lived here about a year and a half. I came here the fall before last.

Senator CUTTING. You have been traveling, I understand, around the country?

Mr. CHAPMAN. Yes, sir. I went back to Detroit. I could not find employment here. I had been working in selling radios and Frigidaires for the experience it would give me, but the General Motors radio went out of business. I sold some that came back on me, but I could not work and live on the commissions I had received, and so I left. I was unable to find anything in Detroit. I thought I would just start out and see what I could do for myself. So I started out. I happened to meet a caddie master in Chicago and obtained employment there making a dollar a day for a month or so. Then I got out to California by hitch hiking; that is, bumming my way out, catching rides on automobiles. I got out there in November.

The CHAIRMAN. Of what year?

Mr. CHAPMAN. 1932. I left the day after Labor Day from Detroit. I had a little money there that I had saved up in Chicago. I went all over town looking for employment and found out that it was impossible, that you could only get employment if you were from that State or city, and that you had to have some influence or know when a job was going to be opened.

So, I left there and came back by way of the southern route to New Orleans. There I managed to pick up a job in a hospital. But the main thing I did notice in meeting a lot of young fellows just like myself was that they left home mainly for three reasons. They were either trying to be independent, to get out and get a job for themselves, or they just had a love of adventure and wanted to see the country, or they did not have anything at home. Of the last type, most of them came from ordinary workers where their father had been, perhaps, an employee of Ford or some factory like that and was thrown out of work. They did not have anything at all there, so they just started and got the idea, "Well, I have seen this city. I think I will go on and see the next," until finally they have seen all of them. Then they may go back to their home city.

It is pretty hard to get across the desert into California. That seems to be the big goal, to get to California. Then when they get there they find out there is nothing for them. They are ejected out of the State and do not come back.

The CHAIRMAN. Why do they want to go to California?

Mr. CHAPMAN. I should say California and Florida and New Orleans, those seem the three big places that are most interesting, due to the climate and different things they read about. When they do get there, it is a tough job going across the desert because it is almost impossible to hitch hike your way unless you strike it lucky. When one goes on a train it gets cold across the desert and the mountains at night.

Then, in Florida, you meet fellows on the road who tell you how easy it is and tell about different places where they can pick up some food and do a little panhandling.

Senator CUTTING. Tell us something about the treatment you got in the different places you went through.

Mr. CHAPMAN. Well, I found out when I was on the road, that is catching rides, instead of riding a train, most of the people who gave me a ride took an interest in me if I kept myself fairly clean. I met a lot of people that I could call friends of mine. But it is impossible to get a ride down South due to the fact that you go through a lot of uninhabited places. They are scared to pick you up. You have to ride the train. You run into difficulties because at every city, why, they try to keep you going on. They do not like you to stay there, especially in New Orleans and a few places where they arrive a couple of hundred a day. The Salvation Army places will feed you for a night, or rather let you sleep there. In the morning they will give you a bowl of beef broth or something. That is about the only type of place where you get something to eat. In the other places they give you coffee, soup, and bread. But the soup, as one fellow put it, is just some hot water with a little cabbage dipped in, and is nothing more than water that they serve. In most of the places they will not let you stay there. For instance, one I know of is the Baptist Mission House in New Orleans where you are required to listen to some sermon by different preachers. I think that does more harm than good because the fellows there are not waiting for that. Most of them are tired and sleepy and what the preachers talk about is not interesting to them. At some places they charge you 10 cents for a cot at night, and usually these are kept pretty clean. Sometimes they have free lodging if they happen to have any beds; two people share a bed. Those that get there too late sleep on the floor.

Of the fellows that go there, some knew all the places. As you meet them you find out the different places in each town where you can pick up maybe a cup of coffee—in these different flop houses, as they are called. But the majority of them go to restaurants and different places where they see the manager, tell him they are hungry and ask if they have any work to do, so they can get something to eat. That is probably the best way they have of getting anything to eat. Begging it or going to houses of course is another very good way. The main thing you have to do is keep yourself look-

ing neat. Then you can get by except gradually you get dirty. Your clothes go and finally you can not do that any more. You get back to the place of being an ordinary bum, and that is when you have to start panhandling.

Most of the fellows, young fellows that start out, will not panhandle. They have a pride and are sort of scared to go up to a person. But you soon loose that, and there is just a feeling when you are tired and hungry you do not care much what happens to you. If somebody says, "I know where there is a place to get something to eat, although there may be a little risk," we are all for it. You figure that much can not happen to you. If you spend a night or two in jail you will get something to eat and a place to sleep.

When you are sitting around and doing nothing you get restless. That is why it will be almost impossible to keep them in any camp. If they were not doing something they would have to be kept doing something so that they might have a bit of independence, as if they were doing something for themselves by working. Whether the camp succeeded or failed would be up to them. If that could be impressed in their heads I think a camp like that would work, but unless they were kept busy they would get restless. Some fellows would tell them about something in some other part of the country and they would immediately go there.

Senator CUTTING. Are most of them hoping to get a job?

Mr. CHAPMAN. They are when they start out but not after that. In the first place, when they try for a job, they are told there is not any such thing. That is when they first keep looking neat. They have no recommendations, or do not live in the city. They get the idea it is impossible, and then, after they have been out for awhile and their clothes are looking shabby, they can not get near a place. They do observe they can get by by bumming a meal, as they put it, and so they just naturally fall into that. These fellows out on the road, the professional bums, will tell you to go down some place where you are sure of getting something to eat. That way they manage to get one or two meals a day. You get used to that and find you can get by. There is practically no chance of getting a job at all.

Senator CUTTING. How long were you on the road, did you say?

Mr. CHAPMAN. I left the day after Labor Day and got home the day before Christmas.

The CHAIRMAN. And, where had you been during that time?

Mr. CHAPMAN. Detroit, Chicago, Kansas City, Albuquerque, N. Mex., Los Angeles, and I came down through San Diego and El Paso, Tex., up through Houston, Birmingham and finally New Orleans. During that time I found out that you might, if you went to see somebody, get a temporary job like one night in Long Beach, Calif.. I asked a man if he would let me sleep in his garage. It turned out he had a lot of jobs, odd jobs, and was sort of taking care of three or four homes. I helped fix up the lawns and stayed for a week. He fed me, and I got my clothes cleaned during that time.

I rode on a truck all night going to El Central, Calif., and stopped in a gas station to get warm. I told the fellow there what I was doing. I did a lot of odd jobs around the gas station for him and he bought me a couple of meals and took me over to the municipal

agency. But there was nothing; and, in that way, if you are lucky, you do get by. But as for getting any steady job it is pretty near impossible because in the different communities they say, "We have so many of our own here in the city we are looking after we can not very well care for anyone else."

Senator CUTTING. You never got any encouragement to stay in?

Mr. CHAPMAN. No; I was told to keep going, because they had so many of their own and there are so many coming in; like in New Orleans, especially in the wintertime, that is the big stopping place. I rode a freight train in there. There were two box cars, both filled. I picked the one that had the least number in it; there were 86 in that box car and in the one up ahead there must have been nearly twice that many. These box cars are in pretty bad conditions because they have no other means for a toilet and all that; it was awful. That is the way they come into the city from different directions, about 300 each night. The police are usually there to meet you when you come. If they see you they will take you down to the station and look you over. If there are too many of them you have to get out that same night. If they only catch a few they will keep a few for identification, those they think are wanted and in some cases—I have never had the experience myself—but some have been put on the chain gang, put out on the streets and allowed to work awhile and then they let them go. It is too bad if you get caught the second time.

They will tell you where there is flop house or a mission house where you can sleep and get a cot. If you can not get a cot you can sleep on the floor and can manage to keep pretty clean.

The CHAIRMAN. Do you think the largest percentage are hitchhiking, or riding the trains?

Mr. CHAPMAN. The greatest percentage are riding the trains now due to the fact that only in a few very populated States are they able to obtain rides at all. In New Mexico, Arizona, and Texas, they have not got the up-to-date roads, and the people that are traveling through these States are mainly tourists. They are usually loaded up. If you get caught out on the desert, sometimes it is pretty tough because it is warm in the daytime and cold at night and people are afraid to pick you up when there is a long strip of lonely road to go through. It is the same way throughout the South, so that the best way is to ride on a freight or passenger train.

The CHAIRMAN. You were put off from any trains?

Mr. CHAPMAN. I only rode a freight train a couple of times because I didn't like that. I had some clothes I wanted to keep clean if I possibly could. Railroad officers do not bother you so much there as the police of the cities do. They do not want you to stay in the cities and they will get you off the train for that reason. But the railroad men themselves and most of the detectives do not bother you if you are on a freight train, but if you ride a passenger train that is a different matter. Sometimes they will put you in jail for that and at other times they kick you off, but they invariably throw you off a passenger train.

The CHAIRMAN. Did you try riding the passenger trains?

Mr. CHAPMAN. Yes.

The CHAIRMAN. Where did you ride—blind baggage?

Mr. CHAPMAN. Between the engine and the first baggage car.

The CHAIRMAN. I should think you would get your clothes as dirty there as you would on a freight train.

Mr. CHAPMAN. I left Wednesday morning from New Orleans and wanted to get home for Christmas so I kept riding the blinds for three days and three nights and put on some old clothes I had that I did not care so much about. Of course, you get dirty with the soot and it is cold, but it gets you there so much faster than a freight train, and that is the only advantage. That is only for the nighttime. It is hard to ride there in the daytime.

The CHAIRMAN. Were you in any of the shanty towns or jungles, as they are called?

Mr. CHAPMAN. I was in a couple of them. A jungle is where a group will get together and build a fire and sort of share out all the provisions they have. They might have a few canned goods and maybe some sandwiches. They are generous about that and will try to distribute them. In some cases they have what they call a kangaroo court; that is, a certain number will appoint themselves in charge of the distribution and collect all the material or food or what they have and distribute it around. But only the professional bums do that. Most of the other fellows do it of their own accord. But when you get in with the professional bums your trouble starts, because they can tell you so many ways of managing, some of which are quite clever. They can all talk a little bit about something. One night down in this Baptist mission house they were having a discussion on Darwin and Karl Marx's "Capitalism." I am a high school graduate and I know a little about it, and there were some men there that knew what they were talking about. They were professional bums. All the young fellows around there were standing and listening to them. These men would tell these boys how easy it was in certain places to bum it, just how they could panhandle money, and would tell the different ways of getting it. Some of them are pretty good and in normal times make as high as $7 a day, that is, when panhandling was good. Now they pick up from 50 cents to $1 or $2.

The CHAIRMAN. Could you tell what percentage of the people that you saw on the road were professionals, as you call them, and what percentage were younger boys or older men who have gone on the move because of unemployment and the depression?

Mr. CHAPMAN. Well, I should think that compared to the whole of them very few are professional bums. The latter do not seem to be as numerous as the rest of them. There are some old men on the road that are real tragedies. One of them was from Harper's Hospital in Detroit and had worked there for a number of years. This is what I have gathered from what they tell me, and in talking like that they may exaggerate a bit. But usually they tell you the truth when they are talking to their own kind; that is, those, they believe, who are in the same fix. Then another had been an actor a greater portion of his life. Some were from General Motors and from Ford in Detroit. Then there were a lot of young fellows who did not have anything at home. I would say that, from what I observed, there were, maybe, about 45 per cent of boys, 45 per cent of older men, and 10 per cent of professional bums.

The CHAIRMAN. Thank you very much.

STATEMENT OF ROBERT SHAW SMITH, WASHINGTON, D. C.

The CHAIRMAN. Give your full name and address to the reporter for the record.

Mr. SMITH. Robert Shaw Smith, 1021 Thirteenth Street, Washington, D. C.

The CHAIRMAN. Is that your residence?

Mr. SMITH. Yes; my parents are there.

The CHAIRMAN. How old are you?

Mr. SMITH. Eighteen.

The CHAIRMAN. Have you been moving around the country?

Mr. SMITH. I did for about three months, but I have been in Washington for about a month now.

The CHAIRMAN. When did you leave home?

Mr. SMITH. I left home about July and got back about October.

The CHAIRMAN. Why did you leave?

Mr. SMITH. I had difficulties with my family. I saw and read how boys were traveling over the country, thought I would try it myself and seek employment elsewhere. I could not get a job here.

The CHAIRMAN. Where did you go—to what cities?

Mr. SMITH. Well, I went to Chicago, Pittsburgh, New York, Philadelphia, Baltimore, then as far as Pensacola, Fla., Atlanta, Ga., Louisville, and Chattanooga.

Senator CUTTING. You did not go west at all?

Mr. SMITH. No; just as far as Chicago.

Senator CUTTING. How did they treat you in these different places?

Mr. SMITH. What do you mean, how did they treat me?

Senator CUTTING. Well, did they do anything for you in the different communities?

Mr. SMITH. Well, in riding a passenger train I was taken off at Logansport, Ind., and put in jail one night. They gave me three meals and the next day took me out to the city limits in a truck and said, "That is the way to Chicago." There were two other fellows that got caught on the same train.

Senator CUTTING. How did they act in other places?

Mr. SMITH. In some places, as Mr. Chapman said, you would go in a cafeteria or restaurant and apply for work. They would give you a dinner. If they had work they would give it to you, but they would give you a dinner usually anyway.

I would go to a train yard and look for a passenger car to sleep there nights. I never applied to community houses or associated charities at all.

The CHAIRMAN. Why?

Mr. SMITH. I do not know. I never tried it. I did not like asking for assistance, admitting that you were not able to look after yourself. So I usually found a place to stay. I wanted work.

Senator CUTTING. Were you looking for a job all the time you were out?

Mr. SMITH. Yes, sir.

The CHAIRMAN. Did you have any work?

Mr. SMITH. I had a little work in Atlanta, Ga. I got a job for a week in a restaurant, but it paid so little I could not even pay my room and board.

The CHAIRMAN. What did they pay?

Mr. SMITH. $7 a week.

The CHAIRMAN. Did you talk to other men and boys who were on the move?

Mr. SMITH. Yes, sir. What do you want to know about them?

The CHAIRMAN. About some of the things about which I questioned Mr. Chapman. In your judgment, what percentage of them are professional bums?

Mr. SMITH. I found the same as Mr. Chapman told you, that there was around 10 per cent of professional bums. The rest were boys on the go. I found most of the boys were going from one place to another, following the harvesting everywhere.

I went to Florida in the hope of getting employment in the citrus belt, but they were filled up with their own people.

The CHAIRMAN. Were most of these boys, in your opinion, really looking for work somewhere or were they on the move because they had got started and it had become an adventure?

Mr. SMITH. Well, some looked at it as an adventure and wanted to go every place they could. They simply could not get work and had an idea they could not find employment any place, and would just go from one town to another. Then another type would try to get a job and stay in a town until they did get a job.

Senator CUTTING. Would they be encouraged to stay?

Mr. SMITH. No; the authorities of a city, if the boys came into a town, would give them just one day.

I went to Daytona Beach, with a boy on the road from North Dakota. He had some family trouble, left home, and had been out for three months, he was heading for Miami. A boy on the way up told him that if he got to Miami or when he got to Miami, if they knew he was not from the town, they would ship him to the county limits in a truck and leave him there. It is pretty tough being left at the county limits of towns in Florida where there is nothing but swamps and bugs.

Senator CUTTING. Do you think most of these boys wanted to get jobs?

Mr. SMITH. I do; yes, sir. As for myself, I did. Many of them wanted to look around.

Senator CUTTING. They would have taken jobs, do you think, if there had been any to take?

Mr. SMITH. I think the boys wanted something to occupy their mind, anything, whether it was called a job or amusement or anything, just something to pass the day and a place to stay at night and something to eat.

The CHAIRMAN. How about the older men, were they looking for work?

Mr. SMITH. I did not associate with older men much. I came in contact at one time with, I called him, a dope addict and I tried to stay away from him. He was on a box car near Harrisonburg, Pa. I climbed on top of the box car, which was on one of four parallel tracks. We were just coming into the yard when I got on the side of the car and just dropped off because I did not want to associate with him.

Senator CUTTING. Did you ever meet any criminals?

Mr. SMITH. Well, when I left Jacksonville, Fla., I was riding in an automobile. I asked the man how far he was going. He said he did not know, so I just wondered and sat there. A little while later I asked him, "What kind of work do you do"? He said that he was a dredger in Jacksonville but that he had hit a colored man over the head, split his head open, and that he was skipping and was going as far as he could on his gas. We got about a hundred miles from Atlanta, Ga., in the nighttime. He stopped the car and put gas from a farmer's tank into his tank and went on into Atlanta.

Senator CUTTING. Did you ever run into any gangs of criminals, any people who tried to get you to go in with them?

Mr. SMITH. I was in a jungle near Charleston, W. Va., and right around that section of the country there are men who ride in cars, in Kentucky and northern Kentucky, where, if you are riding in a car and you have anything of value, no matter whether it is wearing apparel or money or anything they will throw you off the train. These men are all armed with guns and they will attack anybody.

The CHAIRMAN. You mean these men were riding the freight trains and taking things away from others who were catching rides on them?

Mr. SMITH. Others who needed to go some place and who had a little money. These men would take it away from them, give them a pair of overalls, and throw them off the train at the first slow place or where the train stopped for water. I think that was in northern Kentucky on the C. & O. Railroad line.

Senator CUTTING. Did you do most of your traveling by road or by freight trains?

Mr. SMITH. I did a little traveling by the blinds into Chicago; but I found them too dirty, so I got off there and got on the box cars. They were too slow. I went into a hotel in town and cleaned up a bit. I had a lot of luck on the road. I came from Chicago to Washington, D. C., in 27 hours by the road without stopping, by the way of Pittsburgh.

The CHAIRMAN. Thank you very much.

The CHAIRMAN. The committee will stand in recess until 2.30 o'clock when it will meet in the District of Columbia Committee room in the Capitol.

(Whereupon, at 1.30 o'clock p. m., the subcommittee recessed to 2.30 o'clock p. m.)

AFTER RECESS

The subcommittee reassembled at the conclusion of the recess at 2.30 o'clock p. m., Senator La Follette (chairman) presiding.

The CHAIRMAN. The subcommittee will come to order, and will now hear Mr. Uhl.

STATEMENT OF KENNETH UHL, CORRESPONDENT, NEW ORLEANS ITEM

The CHAIRMAN. Mr. Uhl, will you please give your full name?

Mr. UHL. My name is Kenneth Uhl.

The CHAIRMAN. Are you connected with a newspaper?

Mr. UHL. Yes; the New Orleans Item.

The CHAIRMAN. In your newspaper work, have you become familiar with some aspects of the migratory unemployment problem?

Mr. UHL. I believe I have; yes, sir.

The CHAIRMAN. The subcommittee would be glad to have you state them and to give us the benefit of any information you may possess.

Mr. UHL. Well, it is a serious problem, this matter of young people being on the road, and older people as far as that is concerned. As a matter of pride, that we so often hear about, I went on the road rather needlessly. I had a home to go to and a family with better means perhaps than the average, more too, maybe. Nevertheless I felt the pride of the average American young man, I suppose, who has his mind on the road, and as a newspaperman perhaps I was better able to observe conditions as they existed.

I wrote some articles for the Item, and as a result of those articles, I was called here.

My personal impressions covered a good part of California, Texas, and Louisiana. You have your own statisticians, I am not a statistician; I know very little about figures, but I do know that there are thousands, if not hundreds of thousands, of these young men on the road. I should say, as a guess, that 90 per cent of them are between the ages of 14 and 25, which probably are the formative years. In other words, there is a huge school of crime there. Those boys are not learning anything for their own good. They are learning things they should not learn, especially so in the case of extreme youngsters, that most boys in well ordered homes do not learn about.

Another tragic note is that so many of them are indifferent as to the future; whether they go to jail or not, it makes no difference. They say, "Well, we might as well go to jail; we will get two or three meals a day anyhow." I have seen misery and death in the jungles and on the railroad tracks, things that were almost inevitable. There seems to be no care for those young people. I have seen at least two of those youngsters fall off freight trains, and I know they were killed; there could be no other result. I did not stop to see what the reason for it was, even their pals did not stop. There was no reason for it; it was just the natural result of their fall.

It seems to me that something can be done, and should be done quickly to take care of these younger people.

The CHAIRMAN. Why are they on the road?

Mr. UHL. There are a variety of reasons; I am coming to that. With some of them they feel that they do not want to be a burden to their families; in other cases because they are adventurous.

I remember one case in California of a young fellow who was going to Los Angeles. He was going to Los Angeles to meet a pal of his, and to show him how easy it was to go about with nothing, because it must be said for the railroads that they allow them to stay on the roads, and the reason is that they can not burden the community. No community, for instance, like New Orleans, can be expected to support indefinitely a group of people from California, Maine, and God knows where. They have their own local problems. Then the boys develop from petty thieves into sometimes pretty bad fellows. I came up here from New Orleans by automobile and saw a group of young people, I do not know whether they were on the prison chain gang, or a gang in Virginia working on the roads, and at least half of them were of the same type of young people who are traveling about the country on the railroads and living in the jungles. I may have found acquaintances over there, perhaps, if I had taken a careful look.

These young people are not people of bad origin but members of good families; some run away, some leave because their families can not care for them. Fully 7 out of 10 are looking for work; they are not necessarily trying to dodge their responsibilities.

Another angle is this particular period of depression. In the boom days, in the average season, the hobo knows that the ordinary citizen is sympathetic toward the hungry and the needy. He is taking advantage of this period to have a mighty good time and, incidentally, to teach these young fellows the art of panhandling, who are becoming, I think some of them, experienced old hobos. If we could keep a young fellow of, say, 26 on the right road, and hold him there for life, we would make a good citizen of him.

There is another angle. The hobo element is very active on the road. They have their teachers out, teaching those boys sabotage, and the doctrine of taking hold of the world and of a good living coming, whether he be out of work or not, and a great many of them are adopting that doctrine. They never intend to work again.

A great many of our church societies are going in for civilizing Africa and part of China. It seems to me they might get back of this Cutting bill and try to civilize some of these American citizens, and God knows there are enough of them in our centers of population. It is a question of what you are going to do with these young people. If you have this money provided, as I earnestly hope it will be, there are many possibilities, gathering them from California, Florida, Texas, and Louisiana, and in all our big cities, and operating a sort of employment bureau, and then see if you can not find homes for them, provided they want to go home. The first thing would be to send them home, provided a home is there, and have them stay there when they get there. To provide jobs would be a delicate matter. You can not send out any American citizens for any occupation where they expect to be worked to death and get no money for their labor by way of remuneration. They are entitled to compensation, whatever it is. Then recreation should be provided in these camps, and if they do not want to cut wood but play football, let them play football. We are probably cutting too much wood anyhow.

Another angle that I would like to emphasize is the necessity for stopping the suffering that is going on, and it is going to accentuate this problem. Thousands of boys who never thought of going on the road before are now going to start out. Some of them who are now at home are going to start out again, and it seems to me it is up the Federal Government to see that they are sent home, or given some wholesome occupation. I believe that this is a Federal problem and not a State or local problem. I suppose that every city and county in the States functions to take care of its own. That is the precise reason why the Cutting bill is an ideal bill for relief of this sort. It very specifically states that the money is granted as an outright gift to the States. They do not have to borrow it and pay it back. It is a double obligation. It is an outright gift and yet

the man from South Dakota or Wisconsin or North Dakota, who is taxed, nevertheless may know that he is taking care of his own, no matter where he is, whether he is in San Francisco, New Orleans or Washington city. In other words, everyone can share in it.

I would like to warn, too, if this bill is adopted, against anything like civilization. If you have to make provisions for them for one or two days in one place, and they are happily going on to the next, they should be assured of a welcome wherever they may be.

I have no idea of who should handle the matter, although I have some ideas as to who should not—I will not mention that, however—but it is going to take a good deal of tact when you do get them corralled. You can not treat them like criminals, because they are good American citizens. I wish I could impress upon everybody the misery of cold nights and hot days on the deserts, and on the freight trains, that these boys go through. Why they keep at it is for this reason, that they can not stay long in one town; the town does not want them.

I saw an instance in one town where two or three of those boys were ready to go on, and they did; and they no more than got on the train than the train detectives came along with pistols to force them off, and immediately the deputy sheriffs and officers of this town came along with shotguns to force them back on! That is a pretty tough spot. They stayed on the train and the trainmen did not do anything about it. They personally have sympathy for the boys, and they have their jobs to take care of. I have seen them climb aboard one train going in one direction, and on another coming right back, going to where those fellows started from. It is an endless chain.

Senator CUTTING. What is the policy of the railroad companies in this regard?

Mr. UHL. I do not know definitely as to that, but it seems it is a very charitable one. My contacts were all pleasant enough, if you can describe anything under those conditions as being pleasant. They cooperate, and if this bill should become a law, and camps were established, I think the railroads should be asked, and they would be very ready to stop this national bumming around, which is making hoboes of kiddies. They are seeing too much of the territory and are acquiring the wanderlust in their feet that they will not be able to shake out. I think if the boom days should come back, they would be glad to fill in these gaps and try to stay, and there are lots of lines that they would be able to supply.

There has been so much talk about the "forgotten" man that I think that this big Federal Government should give some thought to the forgotten youth.

The bill asks for very little money, $15,000,000, but it is so parceled that it will be 99 per cent spent in getting ready for relief; the outfit for administration is quite properly limited.

I think it is the most ideal proposition that I have ever seen.

Mr. Chairman, I do not come here as a representative of the paper by which I am employed. I am giving this statement as my personal experience because I believe in this thing. I have a good many hobbies, and this happens to be one of them. That is all I have to say, except that I would like to submit these articles, as they may be helpful [indicating].

The CHAIRMAN. What about the effect on the morals of these boys?

Mr. UHL. Well, it is just exactly what you would expect; it is bad, because while perhaps 90 per cent of the youngsters and 10 per cent of the older people are very easily influenced, just the same as when we were young and at that age. It is the old story of the rotten apple and the good ones. They get together, and the rotten apple always makes half a dozen more rotten. The morals might be 100 per cent when they go in, but when they go out their morals with respect to proper living is very low.

Senator CUTTING. How long did you spend there?

Mr. UHL. About six weeks more than any of the days that I spent in college, I believe.

The CHAIRMAN. The committee thanks you very much, Mr. Uhl.

Mr. UHL. If there is anything further that I can do in the future, I will be glad to do so.

STATEMENT OF MISS MARGARET REEVES, DIRECTOR STATE BUREAU OF CHILD WELFARE, STATE OF NEW MEXICO

The CHAIRMAN. Please give your full name, position and address, Miss Reeves.

Miss REEVES. My name is Margaret Reeves; I am director of the State bureau of child welfare, Santa Fe, N. Mex.

The CHAIRMAN. Will you please proceed in your own way to give the committee any information which you think would be helpful in connection with this bill?

Miss REEVES I may say, Mr. Chairman, that the State of New Mexico is very much interested in the bill under discussion. I speak from the point of view of a State of great distances, with a population of only 460,000. We have less than four persons per square mile in New Mexico.

I heard this morning of the situation in Philadelphia, Los Angeles, and other large cities. We have no cities in New Mexico. Our largest town would not be considered a city in most of your States. I am speaking of a town of two, three, or four thousand population, a town that in one month will have as many tourists seeking health as half the population of the town. These tourists come almost entirely from other States, that, is from most of them. For example, in the month of December, 1932, a town of 2,500 people gave relief in one month to 1,000 transients; a town of about a thousand population gave help to 600 transients in one month; another town of 2,500 gave help to 1,440; another town of 3,000 gave help to almost 1,000.

The CHAIRMAN. That is, in one month?

Miss REEVES. In one month, and if we try in New Mexico to give figures for the State as a whole, there are a great many repeaters. They find the best jobs, if there are any, are in the towns on the railroads.

Senator COSTIGAN. Are you referring to 1932?

Miss REEVES. November 1, 1932, to December 1, 1932. These figures are not quite as large as they were a year ago, December, 1931. That is not in accord with some of the testimony that has been given here, I believe. I think the reason for the difference is that

many of those boys on the trains are now passing through New Mexico. Formerly they got off, now they are passing through, so that the figures are not as large as the year previous. Many of those towns have from a half to a third of its population in transients every month. We have very few New Mexican poor people traveling in other States. It is very unusual for our State agency to ask permission to return our stranded indigents from other States.

Therefore, New Mexico is carrying a burden out of proportion to its population and resources. To ask a town of 4,500 people to raise money to give home, shelter, and food, to a thousand transients in a month is out of all reason, in our opinion. We have few transients going from one town to another in New Mexico. Almost all of those transients are from other States, and they come from all of the States.

State of New Mexico, transient problem, December 1–31, 1932

Town and population	Number transients monthly	Number helped	Under 21 years	Direction moving
			Per cent	
Albuquerque	600	475	12	70 per cent west, 30 per cent east.
Roswell	800	600	45	50 per cent west, 50 per cent east.
Deming, 2,500	1,500	1,000	25	60 per cent west, 40 per cent east.
Belen	[1] 450			
Clovis (marked increase in January).	400	400	21	90 west, 200 east.
Vaughn, 1,000	750	600	5	All directions.
Lordsburg [2]				
Tucumcari, 2,500	1,600	1,440	80	50 per cent west, 50 per cent east.
Raton	415	150	10	85 per cent west, 15 per cent east.
Las Cruces, 3,000	2,000	1,000	25	1,200 west, 800 east.

[1] Boys going south and west.
[2] No record (50 families refused help; 33 single men helped).

I might say a word with regard to the procedure that we are following in New Mexico. Because of what it has been necessary for us to include in our general relief program problem, I think the attitude toward transients is a bit different from that in California, and I would explain it, partly, Mr. Chairman, by saying that this small-town attitude is friendly and hospitable in the main. While we do not wish to give preference, therefore, when we borrow money from the R. F. C. for relief, we are forced to give preference to our people. Yet I think all over New Mexico we generally feel that there are these transients that must have help, and we can not refuse State help. Into this picture of small-town hospitality, of course, there should be added also the element of fear, because that enters the picture. When you have hundreds getting off freight trains at night, and no night policeman but only day policemen, there is the question of safety for business houses, banks, and so forth. Along with our big distances and small population, and very meager financial resources, of course, there would naturally accompany in that picture the lack of an agency for handling such problems. In New Mexico our State bureau of child welfare corresponds to the State department of welfare in other cities. We have counted the communities in our larger towns, about one-fourth of the State being so organized that the agency has volunteer groups assisting. In the cities, as in Albuquerque, we have some organization facilities for handling the problem. The most we can do now is to give lodging

every night, and perhaps two meals. If a man is really ill, we have the town's doctor, but there is no routine medical examination for all. Very few are reported. There is just an occasional case.

We feel that this is a problem for the Federal Government to undertake from the point of view of financing the work for transients, and I should include the transient families as well as the transient boys and young women. We feel that it is not only a problem for the Federal Government to finance but to supervise the planning. Personally, I do not see why any two States should have an identical plan, and there certainly is need of a Federal board such as provided in Senator Cutting's bill for the supervision of State plans.

In New Mexico, if we had the money and the authority under the law, I would like first of all to see that all of our present county set-ups for Federal relief should function for the transient, and just his temporary care. Then I would like to see within the State at least four centers to which points transients could be sent from these other counties. At this point there should be, in addition to shelter, a definite medical service. There should be case-work service and trained social case workers, one of whose tasks would be so see that many of these young boys, women, and girls were sent back to their homes and rehabilitated there. Then there would be a program, which I would not call vocational in its nature but certainly therapeutic, in arranging for these young men to work on jobs without compensation, as at Albuquerque, but where they could get some training that they would feel would be helpful later. I would like to see a program elastic enough so that each State could work out a plan that seemed best to meet the needs of that State.

Senator CUTTING. What do most of the communities in the State do with their transients? You have spoken about Albuquerque. What about the smaller towns?

Miss REEVES. Almost all the towns of any appreciable size in New Mexico have experimented with the shelter, it being sometimes a room in a house, or the city hall, and sometimes the jail. They have experimented with places where the boys will be escorted from the trains to those places.

Just before I left I had heard that in our towns of Lordsburg and Deming, both of which operated such shelters last year, that they invited the larger number of those transients to stop off in their town, and they would not want such a plan again. The feeling now is, I think, that they would rather work through four or five centers in the State that were equipped to give the better type of service in our county, being provided with maintenance and shelter. It is operated rather well, I think. They keep the boys two or three days and then they are sent on.

Senator CUTTING. I suppose the policy in that case is to see that they move on as fast as possible?

Miss REEVES. Yes, sir.

Senator CUTTING. That is almost inevitable.

Miss REEVES. It is only in exceptional cases that the attempt is made to get the boy home. The question of jurisdiction would prevent anything else, with our present resources, and I have known personally of case service to do that. I think that is a very good

example of the necessity for Federal action, because it is certainly a problem that in its dimensions is beyond the resources of our State.

Senator CUTTING. I have received letters from the governor of the State recommending this strongly. You probably know more about his attitude than I do.

Miss REEVES. The governor has said that, in addition to representing our bureau, I was sent by him to represent him personally. So that is his attitude also.

Senator CUTTING. You feel, do you not, that it is distinctly a Federal program?

Miss REEVES. I think the program should be financed from Federal funds. I think there should be a central planning that should be sufficient to meet the needs of all the States.

Senator CUTTING. Do you think if you could establish a definite plan in four or five localities, as you suggest, that the people who did not want to go home it would be hard to make stay there, or do you think they would still insist on going to California?

Miss REEVES. I think if there was that idea carried out of the planning such as I have suggested, that the larger per cent would stay. It depends, of course, upon your method of carrying it out.

Senator CUTTING. Of course, I had reference to Lower California.

Miss REEVES. I think there should be something there for them to stay for. For instance, this training, whether it is in the form of a shop, which is not really training, but if they felt they would get something out of it, then I think they would stay.

The CHAIRMAN. Miss Reeves, the subcommittee is very much obliged to you for your statement.

The subcommittee will now stand in recess until 10.30 o'clock to-morrow morning.

(Accordingly, at 3.20 o'clock p. m., the committee took a recess until to-morrow, Wednesday, January 25, 1933, at 10.30 o'clock a. m.)

RELIEF FOR UNEMPLOYED TRANSIENTS

WEDNESDAY, JANUARY 25, 1933

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON MANUFACTURES,
Washington, D. C.

The subcommittee met pursuant to recess of yesterday, at room 212 Senate Office Building, at 10.30 o'clock a. m., Senator La Follette (chairman) presiding.

Present: Senators La Follette (chairman), Cutting, and Costigan.

The CHAIRMAN. The subcommittee will come to order. The subcommittee has under consideration the bill introduced by Senator Cutting as follows:

A bill to amend Title 1 of the Emergency Relief and Construction Act of 1932, approved July 21, 1932 (47 Stat. L. 709), by authorizing cooperation by the Federal Government with the several States and Territories in relieving distress among unemployed needy transients.

General Glassford, please take the stand.

STATEMENT OF GEN. PELHAM D. GLASSFORD

General GLASSFORD. My name is Pelham D. Glassford, 3030 Cambridge Place NW., Washington, D. C.

The CHAIRMAN. General, have you been making a study of this transient problem?

General GLASSFORD. I have. I visited a number of cities in the East, South, and Northeast in the last 10 weeks, making a special study of the transient situation.

The CHAIRMAN. Will you please proceed in your own way to give the committee the benefit of the information which you have gathered as a result of your survey?

General GLASSFORD. From my observation in traveling around the country it seems to me that the transient situation is breeding a generation of hobies. Riding the freights, traveling the roads are a great number of men, young men and boys. A great deal has been said, I believe, before this committee as to statistics or numbers. I would like to say a few words concerning the character of transients, without employment, and without means of support, most of them absolutely destitute. The young men and boys particularly come from substantial respectable families. I was amazed to find the intelligence, resourcefulness, and the spirit that exists among the young men, some of them as young as 14 and 15. Usually they give their ages much higher than they actually are, believing they will get along better, but many of them are boys who ought to be in grammar school, and boys who have not completed high school.

In many of the cities that I passed through I took occasion to stop where I saw a group gathered together dressed about in the same way as the transients. Invariably upon questioning these young men who were remaining in the towns and were unemployed, they did not have the intelligence, resourcefulness, and the spirit of the boys on the road.

The CHAIRMAN. Do you attribute that to the fact that the more adventuresome take to the road?

General GLASSFORD. The more venturesome and the more ambitious take to the road. Those without ambition, content to remain in their communities unemployed, idle and hanging around street corners and pool rooms, and picking up a little food here and there, with occasionally a few hours of employment, are not in any way comparable with the young men who are traveling the road to-day.

Senator COSTIGAN. General Glassford, do the young men take to the road chiefly because of their adventurous spirit or because of the pressure of harsh economic conditions?

General GLASSFORD. It is because of the pressure of harsh economic conditions. Many of them come from families that are destitute; they are existing on charity. They have brothers and sisters younger than themselves who are underfed, and they believe by going out they could find employment somewhere in order to relieve the situation at home.

Senator COSTIGAN. That was true of most of the young men with whom you conversed during your recent survey?

General GLASSFORD. That is right.

Senator COSTIGAN. In what parts of the country did you make the survey?

General GLASSFORD. Through Pennsylvania, Ohio, Indiana, West Virginia, and Maryland on one trip. I have just returned from a trip which took me through the southern and southeastern States to Florida and return.

The CHAIRMAN. What are the communities doing to meet this transient problem—those that you visited?

General GLASSFORD. The communities that I visited are doing very little. The various cities, those of 25,000 inhabitants and over, have missions or municipal lodging houses where the transients are given a night's lodging and one or two meals, and then required to move on. The most constructive measures that I observed were in Florida. At Jacksonville, they have established a camp which day before yesterday held 302 transients. The camp is at the National Guard camping ground about 12 miles from the city. It was started on December 16 with 12 and it has been rapidly increasing ever since. They have the camp organized very much along military lines. The director of the camp and his assistant are both reserve officers who have had military experience. The other paid employees are two cooks and a truck driver. The rest of the administrative personnel of the camp is recruited from the transients themselves. They have established an excellent infirmary, a shoe shop, a tailor shop, and practically all the requirements for self subsistence, including three acres of land under cultivation and more land to be cultivated. They are establishing a chicken ranch and also some pens to keep hogs and pigs.

The Duvall County unemployment committee is at the head of this camp. The inmates are paid 5 cents a day. They go to the camp under agreement to remain one week, and may remain longer if they wish, provided they are ambitious and show aptitude for work. About half of the camp is engaged in working on projects in the camp itself; the other half is employed on State work. They are sent out for work on the roads, for clearing ditches, for improving the parks, for mosquito control, and various other types of employment.

In this camp of 302 there were 12 who belonged to Duvall County; all the others were transients from all parts of the country. I went to the Salvation Army headquarters at Jacksonville and found that due to this transient camp the inmates of the lodging house had been reduced over 50 per cent. It had reached 127 before the camp was established and the average now for a night's lodging is less than 40.

Senator CUTTING. Is this camp run by the city or the State?

General GLASSFORD. It is run by the Duvall County unemployment committee.

The CHAIRMAN. What impression did you get of the health of these transients?

General GLASSFORD. The health conditions vary. In some cases the boys seem to be very robust. I picked up two lads and carried them to Atlanta. One of them was on the verge of pneumonia and could hardly speak. The other lad of 17 years of age, a fine youngster, intelligent, bright, and ambitious, I noticed had a sore on his lip. I had him examined in Atlanta and found that he had syphilis. In the life they lead these wandering boys are subject to disease and loss of health. I could not describe in this room the conditions I found at one of the Salvation Army headquarters with reference to a small boy of 15. The spirit of the boys is splendid. They accept the situation. They will travel a thousand miles just on a rumor that there is work to be had, and many rumors are running around. A boy will say he is going to New Orleans to ship on a vessel. He understands that there are openings for boys on vessels and he goes down there. If he can not get that work, he travels on a rumor about work at some other place.

The CHAIRMAN. What happens to those who are ambitious to work after a fruitless search for many months, is their ambition dulled, and do they find it preferable to accept this as a mode of life?

General GLASSFORD. In only a few instances did I run across boys who had been on the road more than six or seven months. Most of them had been on the road for periods of five or six weeks to three months. In some of the cases where boys had traveled across the continent several times there seemed to be a deteriorating influence. They are turning into hobos; they appear to have lost ambition.

The CHAIRMAN. What about the men in the older group; did you contact with any of them?

General GLASSFORD. I contacted very little with the older group. There are quite a number of old men, some as old as 60 or 70 years of age, traveling the road to-day. Most of them are in the hobo

class, but if the boys are permitted to continue this mode of life they soon will be in that same category.

Senator CUTTING. As a matter of fact, the older and the younger men mingle more or less, do they not?

General GLASSFORD. No, they do not, except on the freight trains and in the jungles. The boys stay apart from the older men as a rule, I find, and they have their own social castes. As an example, a group of boys who have been through the high school will stay away from boys who have not had the same educational opportunities. Also, they count a great deal upon appearance. They try their best to maintain a fairly good appearance, I have talked to boys who seemed very much ashamed of their clothing, "If I could only get some better clothes, or a clean shirt, I would feel better, and it would be much easier to get a job," is a remark characteristic of their attitude.

Senator COSTIGAN. General Glassford, it is the current impression that the influence of the older unemployed men on the wandering boys is pernicious. Have you any suggestions to make with respect to that?

General GLASSFORD. It is pernicious, and they come in contact, of course, in the jungles and on the freight trains. On one freight car that I had occasion to observe there were 22 men and boys varying in ages from 17 to over 60. They were all together in this one car and of course in the Salvation Army and other missions they are thrown together; but fortunately most of the welfare organizations provide for a separate lodging place for the boys so as to keep them from contact with the older men.

The CHAIRMAN. Do you think the number of youths who are taking to the road is growing?

General GLASSFORD. I think they are growing, from the statistics, and it seems to me from just my personal observation in traveling that there are more on the road to-day than there were a year or two ago. In motoring from Cleveland, Ohio, to Washington, D. C., I kept a record of the number of boys who were asking for a ride and counted 76.

The CHAIRMAN. In talking with these boys did you get any impression as to whether the impact of the unemployment problem upon the family unit at home had been a contributing factor in their taking to the road, due either to insufficiency of relief funds or due to the fact that they felt it would relieve their families of some responsibility if they took to the road?

General GLASSFORD. That seems to be the principal motivating cause in the great majority of cases—the economic condition at home.

The CHAIRMAN. Do you regard this as a Federal problem?

General GLASSFORD. I do. I find that the counties, States, and municipalities are doing everything possible for the families; but that exhausts the relief funds, and practically no community is doing anything constructive for the single man or the transient.

The CHAIRMAN. Not because they do not want to, but because they have not sufficient funds?

General GLASSFORD. Because they have not sufficient funds, and therefore the cities, the local relief agencies, have everything they can do to take care of the family and to take care of the transients in addition places upon them a burden which is more than they are financially able to cope with.

The CHAIRMAN. Have you any suggestions concerning the present bill?

General GLASSFORD. I think the bill ought to be passed as it is.

Senator COSTIGAN. What, in general, would be your program if such a bill were passed and you were asked to deal with certain administrative ends of the measure?

General GLASSFORD. The States would have to administer the fund appropriated by this bill and would have to show the various means by which they would contribute toward relief in the transient situation.

Administration by the board which the bill creates would include: Influencing States to prompt action in submitting applications for funds; coordinating efforts so that a successful project devised by one State will be urged upon other States; and establishing essential principles as a guide to the approval of State projects. In addition to the requirements and limitations set forth in section 2 (g) of the bill itself, these principles should include:

(1) The utilization by States of existing agencies and institutions as far as possible.

(2) The utilization of personnel already under State, county, and municipal employ to obviate the creation of new administrative officials.

(3) Expenditure of the funds allotted to the actual requirements of the individual transient in relief and rehabilitation, with minimum diversion of funds to overhead.

(4) Prompt action upon the part of the board in acting upon applications, and intensive study of results achieved with a view to constant improvement of operation.

As the conditions and existing facilities will differ considerably in the various parts of the country, the board must allow considerable latitude to States in devising the means for solving their transient problems.

Senator CUTTING. Will you suggest some such means that might be approved in the States?

General GLASSFORD. The great difficulty has been that the transients have been dealt with as a mass and not as individuals. Each transient presents an individual problem. The first thing that must be done is to hold them for investigation to find out whether they have suitable homes to be returned to or whether the places to which they are en route provide opportunities for employment. Funds would be utilized to send boys home or to places where employment can be provided.

In cases where they have been wandering aimlessly, the only thing I think that can be done for them, if they have no homes to return to, is to provide camps for them similar to the one in Jacksonville, Fla.

Many of these lads require hospitalization and medical attention, and funds from this bill would provide for this hospitalization and medical care. I picked one boy up near Atlanta; he had been on the road five months. He was 17 years of age. He had just been released from a free hospital in Atlanta where he had had an appendix operation. They had turned him loose from the hospital without a cent because they had no money to give him. It was more

than 400 miles to his home at Lacota, Fla. I took him to his home and actually turned him over to his father and mother. There were seven children in that family and he was the oldest. He had left last September to go out and look for a job. Now, if funds were available under this bill, that boy's transportation back to his home could have been paid instead of turning him out to hitch-hike. He had not had anything to eat on the day when I found him, and his situation was too awful to believe.

Senator CUTTING. You spoke about medical aid. What do you think of the possibility of getting some kind of education, vocational or otherwise?

General GLASSFORD. That is very necessary. A great many of these transients have no vocation. They are willing to take any kind of a job, but they are not educated by training, education, or experience for any particular job. In camps featuring industrial training, these boys could be taught agriculture, chicken raising, carpentering, and various other vocations which would help them in securing a job.

Senator CUTTING. If you were director of a State's activities along this line, what proposals would you probably put into effect?

General GLASSFORD. First of all stabilization, as far as possible; holding transients and investigating their individual requirements; this to be done by the various welfare agencies, such as the Traveller's Aid and Salvation Army. Next, the transportation of transients to their homes or to the point to which they were en route after investigation shows such to be the practicable and logical course. I would require a very thorough medical examination so as to prevent the spread of disease; provide hospitalization and treatment for those that require it; and for those who had no homes to which they could be returned, who are ambitious and desire to work and desire to learn, I would establish camps. As to relief for the hobo, the inveterate hobo, he might as well continue on the road as he is to-day, because nothing can be done for him other than has been done for him for many years past.

Senator CUTTING. We had some testimony from Ohio yesterday to the effect that they there consider it better to segregate the older men from the boys; on the other hand, a gentleman from California who is running State camps told us a few days ago that they found it very much better to mix the older men with the younger ones; that older men form a steadying influence. Have you any comment to make on that, or do you think that would depend on conditions in the different localities?

General GLASSFORD. There are a great many men on the road to-day who are over 30 or 40 years of age who are very substantial citizens. Their influence is beneficial. On the other hand, there are many who appear absolutely lost to ambition and lost to any future economic usefulness, and their association with these boys is certainly detrimental. In the camp at Jacksonville the few men are not segregated, and I do not see any reason why they should be. The men take an interest in the boys and help them along. They have a fine spirit there and discipline which helps keep up the morale.

Senator CUTTING. You said something about that camp being self-subsisting. What do you mean by that?

General GLASSFORD. They provide their own vegetables now and will have chickens and hogs and other produce. They will never become absolutely self-subsisting but they will approach that as production develops.

Senator CUTTING. And that requires a definite appropriation from the locality?

General GLASSFORD. Yes, sir; it does. They pay the transients 5 cents a day. The cost of food averages less than 20 cents a day. The food is very good and wholesome but very simple, of course. They serve meat at least once a day. Funds are needed for clothing, farm implements, and other equipment.

Senator CUTTING. It is never the proposal to make them all self-liquidating, do you think, in the popular phrase?

General GLASSFORD. The community chest of Jacksonville has a self-liquidating project in the form of a farm, but the idea is that they will produce more than the inmates, or those employed on the farm, will require, and will sell the remainder of the produce. That is a possibility in any of these industrial camps where you are getting a large acreage under cultivation. That, of course, however, in a way, competes with local labor and might be objectionable from that point of view; therefore, I think it would be better if the Federal funds created by this bill, or any other bill, would eliminate this competition with the local resources.

Senator CUTTING. Would you care to express any opinion about the size that those camps ought to be?

General GLASSFORD. Not over 750. I think a good average size would be around five or six hundred.

Senator CUTTING. That, I suppose, would vary largely with the conditions in the States.

General GLASSFORD. It would.

Senator COSTIGAN. What limitations of age would you impose on residents in the camps?

General GLASSFORD. I would not impose any limitation of age, Senator. Limitations in dealing with measures of relief always open up an opportunity to avoid responsibility, the same as the residence limitation has resulted in avoidance of responsibility by certain communities in dealing with relief.

Senator COSTIGAN. I was thinking of the administration of the camps rather than of the law. Do you believe it well to gather in these camps people of all ages, or are you disposed to segregate what we have been speaking of here as the younger men in separate camps?

General GLASSFORD. I think the camps should be primarily for the younger men, but that the older men who can be rehabilitated should not be excluded. Segregation can be partially secured by the organization of companies, as has been done in Jacksonville. They have five companies and in one of the companies they have all the older men so as to keep them apart more or less from the younger element.

Senator CUTTING. Do you they have discipline among themselves; are they organized?

General GLASSFORD. In general, the transients organize their own discipline. Although there are five paid employees in this camp, I do not think it is necessary to have any whatsoever. It might, in some instances, be necessary to have a director or commandant

of the camp paid, but this camp has men capable of filling any position required for camp discipline and administration. The man who is running the infirmary is an ex-sergeant of the Medical Corps. They have cooks, truck drivers, mechanics, carpenters, stenographers, and typists.

Senator CUTTING. You have leaders among the men themselves, have you? What kind of organization do they have?

General GLASSFORD. Each company has a captain and certain other personnel, lieutenants, and sergeants, and so forth. They have a provost marshal in the camp in charge of discipline. He happens to be an ex-noncommissioned officer of the Army.

Senator CUTTING. How large are those companies?

General GLASSFORD. They are about 50 or 60 men each.

Senator COSTIGAN. Do you think such camps should have military organization or some other type of activities?

General GLASSFORD. I do not favor military training or military instruction, but I do favor an organization which resembles a military organization for the purpose of administration and compelling discipline.

Senator CUTTING. What activities do you recommend?

General GLASSFORD. I recommend first of all, in agricultural areas, agricultural pursuits, dairying and then branching out from that in any type of instruction that can be provided, whether it is in a trade or profession. I think we can get plenty of instructors in any type of work you want. It would be necessary in many instances to have equipment for instruction, and the equipment required naturally would be a reasonable demand to make upon Federal funds.

The CHAIRMAN. Some of the testimony taken by the committee indicates an alarming number of boys maimed, crippled, or killed as a result of their traveling on trains. In talking with the boys you met did you get any impression as to whether there is an alarming number of accidents, fatal or otherwise?

General GLASSFORD. I got that more from talking to the railway police than the boys. In most cases they keep them out of the railroad yards and the boys have to jump the freights while they are in motion after leaving the yards, and then leave the freights before they can get to the railroad yard of their destination. In practically all railroads they let them alone now and do not make any attempt to prevent them from riding the freights; that is they do not stop them if they are jumping on.

Senator COSTIGAN. How do women and families with children board the trains?

General GLASSFORD. They are helped on by the others; by the men and boys.

Senator CUTTING. We had some testimony yesterday that the camp in the form proposed would not be sufficient to take care of this problem. I suppose you would agree with that, that some other remedy would have to be devised?

General GLASSFORD. Camps, Senator, can only take care of a certain classification, those boys and other transients who really have no homes or communities to which they could return with economic profit to themselves.

Senator CUTTING. Something will have to be done, will it not, for those who insist on staying in the cities? You can not force people to stay in camp, or would you think that desirable?

General GLASSFORD. No; I do not think any coercion is desirable. Those who insist on remaining would have to be placed in a separate category, with some provision made for their industrial rehabilitation in the cities.

Senator COSTIGAN. A better condition in the camps would, however, tend to induce unemployed persons in cities to move to the camps, under your program?

General GLASSFORD. Yes, sir; I do not think they ought to be encouraged to remain in the cities. If camps outside of the cities can be made attractive they will go out there. If the provisions made in the cities are rather strenuous, they would not remain; they would go to the country camps.

Senator CUTTING. What would you do with the girls and women?

General GLASSFORD. That is a rather difficult problem. I would rather leave that to Miss Grace Abbott or some of those who have had experience along that line.

Senator CUTTING. Do you think the provision of some Federal aid such as is suggested in this bill, would have any effect on the intrastate transients; would they be inclined to go outside their own State in order to get the benefits of this act?

General GLASSFORD. No doubt there would be a certain amount of intrastate movement in order to take advantage of these camps. However, I do not think that would be serious.

Senator CUTTING. It has been urged, of course, as an objection to this type of legislation.

General GLASSFORD. For instance, if a camp is established in New York and one in New Jersey, and some New York boys or young men tried to get into the Jersey camp, they could refuse them admission. On the other hand, if they came from a long distance, it might be more difficult. But if these camps are established covering areas where the transient problem is acute, it is certain that those who can be benefited by the camps will stabilize very promptly and it will reduce the transient movement materially.

The CHAIRMAN. The bill contemplates the development of a program in each State to take care of this transient problem, and that would tend to reduce the number of intrastate transients, would it not?

General GLASSFORD. It would, certainly.

Senator COSTIGAN. General, your sound but also diplomatic answer about Miss Grace Abbott did not entirely dispose of the girl problem. You realize from your investigations that there is such a problem, do you not?

General GLASSFORD. I ran across very few girls unaccompanied. There were a few in some of the Salvation Army headquarters that I visited.

Senator COSTIGAN. The committee has had testimony intimating that there are very substantial numbers of young women, many of them under 21 years of age, who are wandering up and down the land as transients. Your own experience has had little to do with that type of transients, has it?

General GLASSFORD. So very little that I am at a loss to suggest definitely what should be done about it. Certainly they ought to be covered in any bill in which provision is made for taking care of transients, and the same general principles should apply as for male transients.

Senator COSTIGAN. You would not be disposed to include them among the residents in the camps?

General GLASSFORD. Not in the same camps, certainly.

The CHAIRMAN. The committee thanks you very much, General Glassford, for your statement.

(The following excerpts are taken from letters received by Mr. Glassford and submitted to the subcommittee:)

NATIONAL CONFERENCE OF SOCIAL WORK,
St. Louis, Mo., December 20, 1932.

Mr. PELHAM D. GLASSFORD,
Washington, D. C.

MY DEAR MR. GLASSFORD: As a person, of course, I am at liberty to exercise my own judgment and make my own commitments, and if in that capacity whatever I say is satisfactory I should be glad to have you use it in any way you see fit.

With respect to the urgency of the situation, and particularly with respect to the importance of a national policy for the treatment of the nonresident unattached man primarily, although perhaps extended over into the family that has lost residence, I have no doubt whatever. I think it is one of the two or three very dark spots in the development of welfare work in this country, due, of course, to the persistence of the residence qualification for relief which may or may not have been necessary in the early days but which has now come to be nothing more than a device for avoiding responsibility. My primary interest would be a Federal bureau with sufficient leadership, skill, and prestige to develop a scheme of treatment for the transient that would be substantially uniform over the Nation, and which had some reasonable hope of acceptance because of the justice of the distribution of financial cost. It would not be an impossible scheme; as a matter of fact, there is enough now known about the transient to lay down the outlines of such a plan, and all that is necessary would be the encouragement from Federal headquarters by grants and sanctions to start such projects in most of the larger urban centers.

Of course, you know of the La Follette-Costigan bill, Senate file 5125, the revival of a similar bill introduced a year ago in which the whole matter of Federal relationship to the States is conceived in a manner similar to the special provision for transients which the Cutting bill suggests the Federal Reconstruction Finance Corporation should take. I suppose if either of these bills comes near to passing, there should be a collaboration and perhaps consolidation.

Sincerely yours,

F. J. BRUNO.

YALE UNIVERSITY CHRISTIAN ASSOCIATION,
January 17, 1933.

Brig. Gen. PELHAM D. GLASSFORD,
Washington, D. C.

DEAR GENERAL GLASSFORD: From articles written about your work and your interests, a group of us here at Yale University decided that we should like to enlist your cooperation, if possible. There is a group of students here who are very much concerned about the young man who is out of work and who tends to be neglected by the various city organizations. Some of these students have come into personal contact with boys between 15 and 20, who are getting into such a state of mind that they will soon be definite social liabilities. All of us know of the vast army of wandering boys and young men which apparently is increasing rapidly.

It was suggested at one of our meetings that perhaps a group of students could be instrumental in starting colonies of these men on some of the abandoned farms in New England. I think it is probable that there are students in the university now who would be willing to give a great deal of time to this sort of thing and perhaps continue in it after their college course is over. If we have something which is worth while, it will probably spread into other colleges. In any case, some men here want to do something about it and are looking for sound advice.

Sincerely yours,

E. F. CAMPBELL.

DEMOCRATIC NATIONAL CAMPAIGN COMMITTEE,
New York City, December 22, 1932.

Mr. PELHAM D. GLASSFORD,
Washington, D. C.

DEAR MR. GLASSFORD: In this great emergency I believe that Federal aid is essential in certain instances, one of which is to rehabilitate these vagrant men and boys. Quick action is imperative.

Very sincerely yours,

Miss MARY W. DEWSON.

JANUARY 16, 1933.

Mr. PELHAM D. GLASSFORD,
Washington, D. C.

DEAR SIR: As field secretary for the Salvation Army work in 15 Southern States and a member of the local chapter of the American Association of Social Workers, I shall be glad to serve on your committee in the interests of the thousands of unemployed men and boys in our midst.

Having been actually engaged in this work for 22 years, I recognize the national, State, and local aspects of the problem and am glad to lend all the training, experience, and influence at my disposal to help forward any constructive program for the benefit of these unfortunate individuals.

Cordially yours,

J. ARTHUR FYNN,
Field Secretary the Salvation Army (Inc.), Atlanta, Ga.

INTERNATIONAL COMMITTEE OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS,
OF THE UNITED STATES AND CANADA,
New York, December 21, 1932.

Gen. PELHAM D. GLASSFORD,
Washington, D. C.

DEAR GENERAL GLASSFORD: Your letter with reference to the pressing problem of providing service on a national scale for hundreds of thousands of men and boys who are hitch-hiking from place to place looking for work, was duly received. While I am no longer president of the national council of the Young Men's Christian Associations, I am giving full time to the Young Men's Christian Association as general secretary of the international committee. Both personally and officially I am very much interested in the cause to which you are now dedicating your splendid talents and should be happy to serve on the committee which is being organized if you so desire.

I am likewise personally interested in securing the passage of Senate bill 5121, copy of which you thoughtfully inclosed. I will be glad to use whatever influence I possess in securing the passage of the Cutting bill.

While I can not speak officially for the Young Men's Christian Association since, as I have stated, I am no longer president of the organization, my knowledge of the association and my interest leads me to make the following observations:

The Young Men's Christian Association was founded by a merchant's apprentice in London to help thousands of his fellow clerks who were in need. As the organization has grown, it has sought to serve special groups, including industrial workers, transportation workers, students, and men in the Army and Navy, as well as the rank and file in large cities and small communities across the land. A very discerning report based on personal visits to scores of "jungles" alongside the railroad tracks on the outskirts of some of our cities, was recently presented at a Y. M. C. A. conference here which I was privileged to attend, and the need for the service which you have in mind was clearly

emphasized. The difficulty with the Young Men's Christian Association, as with most other organizations at this time, is financial. If resources could be made available, I am confident leaders in the organization in nearly all of these cities and towns would be glad to inaugurate a constructive program of service in behalf of this very needy group. Certainly the Y. M. C. A. can be depended upon to work in the closest cooperation with other agencies in various communities across the country provided minimum funds for conducting this service can be made available.

Sincerely yours,

F. S. HARMON.

EXECUTIVE OFFICE,
State House, Phoenix, Ariz., December 27, 1933.

PELHAM D. GLASSFORD, Esq.,
Washington, D. C.

DEAR MR. GLASSFORD: I am in receipt of your letter of December 19 with the inclosure. My term of office terminates at the end of this year. The problem of relief for the transients in Arizona will be for the incoming State administration to consider.

I am glad to give you some of my ideas. My office has had considerable experience in the last two years in handling relief problems affecting both our State residents and transients. Early in 1931 I organized the governor's unemployment relief movement. This was financed by donations of one day's pay per month from State employees under my jurisdiction. We raised, administered, and distributed over $60,000 in this way. This, in the aggregate, is not a large sum, but considering the small population of Arizona, it was an appreciable contribution to the cause.

Since the 1st of October my office has been administering the R. F. C. relief fund for Arizona. We have received approximately $380,000 since the latter part of September, which has been apportioned among the 14 counties of the State and administered by local committees. This work has included special attention to the transient problem in certain communities of Arizona where it is most acute.

As you are probably aware, we have a very heavy drift of transients through and into Arizona in the winter months. They are attracted by the mild climate of this and adjoining States. It has been a very serious problem to us, and is still so. We need outside help to adequately handle the situation. This has been provided to some extent by the R. F. C. appropriation.

The set-up in this State under the R. F. C. program thus far does not offer any permanent solution to the transient problem. The relief extended, while very helpful and necessary, provides only temporary food and shelter. The transients are passed on to other States and communities where the process must be repeated.

I think there is considerable merit in the plan followed by California last winter, with which you are doubtless familiar, under which transients were quartered in encampments in the State forests, and permitted to work for their maintenance of food, lodging, tobacco, and clothing.

I believe that any set-up should go further than this and provide for a small wage of, possibly, a dollar per day, and out of this fund the transient would be required to purchase their own clothing and tobacco, the Federal Government to furnish food and shelter.

I believe it is a problem for the Federal Government to handle. The depleted treasuries of the States can not cope with it adequately. This is particularly true in the sparsely settled States of the Southwest with their limited valuations of taxable property wherein the transient problem is very serious, especially in the winter months.

Our experience in administering the governor's unemployment relief fund and with the R. F. C. has convinced me that wherever possible the dole should be avoided and work relief should be extended in the place of direct relief. I think it is very important and desirable that the morale and self-respect of the needy, both transients and local, be maintained This is not possible under the dole system, but it is possible to a large degree where work is provided by which the relief can be earned.

The projects which should be set up, in my opinion, should be left largely to the selection of the States. They should be worth-while public projects. In Arizona the most logical work is highway work. I believe that if the State so selects, the transients should be permitted to work on Federal-aid highways, which is not the case under the present R. F. C. set-up. Where they work on State or county roads or city streets, I believe the State, county, or city, as the case may be, should provide all materials, tools, and equipment. If projects are on the Federal-aid system of highways, then I believe that Federal aid should be made available for participation in the cost of materials to the same extent that it would be available under the regular apportionment to the particular State of Federal-aid funds for highway purposes.

The suggestion has been made that in Arizona a camp for transients be established where they would be occupied in raising winter vegetables. A site is available where land, water for irrigation, and buildings can be had without cost. However, the winter season is so far advanced that I doubt if it could be set up now in time to be of very much practical benefit. There is already an overproduction of vegetables in our local markets and raisers are compelled to sell their produce at prices which do not equal the cost of production. A transient farm raising vegetables would only tend further to glut the market, whereas if they were used in highway construction they would become consumers.

It seems to me, as a practicable proposition, it would be much better if the transients were employed on highway improvement or construction in our State. We have a large area and a small population. Our taxable wealth has decreased greatly. The problem of building and maintaining good roads is a very serious one in our State. This applies also to the Federal-aid system.

I am not definitely committed to any vocational training experiment in connection with this relief work, although I am not opposed to it. I think the greatest desideratum is to give these men employment where they can earn their board and keep and a small wage. When times are better, the effort would be discontinued, and natural forces would be allowed to have full play.

I believe that the work test is essential, and that the plan should provide for the prompt elimination of those transients who are not willing to give a fair day's work for the relief extended. I do not think that the Government has any obligation to meet in connection with the unemployed person who is able to work but unwilling to do so. I think the obligation centers wholly on the men and women who are honestly and earnestly seeking employment, but are unable to find it.

The amount of money which each State would be entitled to receive, of course, would have to be determined by an intelligent survey of the situation by competent persons. Senate bill numbered 5121, in general, seems to cover the need, and I think that legislation along similar lines to that proposed in the bill is highly essential at this time.

The active administrative work in connection with the governor's unemployment relief fund in Arizona and the R. F. C. relief program has been handled by my secretary, Mr. J. W. Strode, whose address is 1906 West Jefferson Street, Phoenix, Ariz. He will be very glad to furnish you any further information which you may desire concerning the transient problem as it affects the State of Arizona. His experience in this work has given him the necessary insight into conditions to enable him to give accurate and worthwhile data and information pertinent to this subject.

Very sincerely yours,

G. W. P HUNT, *Governor.*

SING SING PRISON,
Ossining, N. Y., December 2, 1932.

DEAR GENERAL GLASSFORD: I have your letter of November 26 regarding boys and young men who roam the country without supervision or guidance, and can not urge too strongly the importance of immediate steps to solve this perplexing problem.

Uncontrolled, the vast armies of unsheltered, ill-nurtured, nomadic boys will undoubtedly have a far-reaching and decidedly unhappy effect upon the future of young Americans. This nervous maladjustment has spread like a disease—a national restlessness—not only among youngsters but a goodly percentage of adults as well. Prodded by meager and diminishing resources into miserable groups in box cars and in freight "jungles," the majority of these wanderers are potential criminals. This is not always because of inclination, but because crime is the next logical stage in such an irresponsible mode of living.

Your movement to reroute and readjust these aimless travelers warrants the immediate and wholehearted attention of those in a position to contribute to the solution of the problem.

Very sincerely yours,

LEWIS E. LAWES, *Warden.*

HARRISBURG, PA., *January 16, 1933.*

MY DEAR GENERAL GLASSFORD: Thank you very much for sending me a copy of the Cutting bill. I have read it with the utmost interest and can assure you of my hearty support.

I shall be most pleased to accept active membership on the committee you are organizing.

It may interest you to know that the department of welfare is about to undertake the study of transients in Pennsylvania. Undoubtedly before long we shall have some material which we will be glad to forward to you if you are interested.

Sincerely yours,

ALICE F. LIVERIGHT,
Secretary of Welfare.

THE SALVATION ARMY,
OFFICE OF THE NATIONAL SECRETARY,
New York, December 28, 1932.

Brig. Gen. PELHAM D. GLASSFORD,
Washington, D. C.

DEAR GENERAL GLASSFORD: Commander Evangeline Booth directs me to acknowledge your letter of December 12 and say how much she regrets the delay in answering, which was due to her absence from the city.

The question you raise of the army of transient men and boys has caused me much concern during the past months. As you can well imagine, the Salvation Army with its 2,000 centers throughout the country has come in very close contact with these itinerant youths. A census taken a few weeks ago in our institutions shows that there passed through our hands in one month 21,771 boys under 21 years of age. I think that the number quoted from time to time of 200,000 young boys on tramp is, perhaps, exaggerated, as there seems to be no possible means of ascertaining definitely the size of the problem. Whatever its size, however, it is a sad indictment of our present condition.

The Salvation Army is certainly in favor of Senator Cutting's bill, a copy of which accompanied your letter, and will, I assure you, lend its aid to this and any other project for the benefit of these young nomads.

Our national leader directs me to say that in her opinion the only effective way of dealing with this problem is to formulate some plans whereby these boys should be stopped wherever possible, either returned to their homes, if any, or put to work in the community. They are potential citizens of high value, and the communities should be made to realize that fact. With the help of Federal funds such plans might be worked out. California has already shown the way in setting up forestry camps last winter. Other States have also made the suggestions of utilizing land for subsistence farming.

The Salvation Army would be willing to cooperate on such lines, which, while not interfering with the liberty of the subject, would we think help to solve this very serious problem.

We are already working in this direction, but of course, lack of funds, and the reluctance of communities to provide for transients, are great handicaps.

The commander wishes me to say how deeply she appreciates your referring this matter to her.

Yours very sincerely,

EDWARD J. PARKER,
Lieutenant Commissioner.

LOS ANGELES, CALIF.,
December 30, 1932.

PELHAM D. GLASSFORD, *Washington, D. C.*

DEAR MR. GLASSFORD: Thank you for your letter of December 12, with attached copy of the bill now before Congress for relief of the transient situation throughout the United States.

I am attaching herewith a copy of a letter which I have addressed to all Senators and Congressmen of California, which is self-explanatory. If you can use any of the material in this letter, do not hesitate to do so.

California is faced with a very serious situation in this regard and is very much concerned over the large number of transients coming into this area.

You can rest assured that we will do anything that we can to sponsor the passage of this very important piece of legislation.

Sincerely yours,

K. J. SCUDDER, *Probation Officer.*

JANUARY 4, 1933.

Representative JOHN J. MCGRATH,
Washington, D. C.

DEAR REPRESENTATIVE MCGRATH: May we urge your support of Senate bill 5121, which would empower the Reconstruction Finance Corporaiton to set aside the sum of $15,000,000 under the terms and conditions set forth in the bill, to be used in furnishing relief and maintaining work and training programs for individuals who are transients and who have no legal claim on the State or local community for such assistance? California faces a very serious problem. Literally thousands of these transients, both boys and men, are coming into this State every day and adding to the tremendous work of the local communities.

Over a period of six months Los Angeles found that it had registered over 39,000 of these vagrants of the open road with relief agencies in this city. About 50 per cent of these are boys under 21. The communities are only able to float them along to some other community. With the exception of Los Angeles, no organized attempt is being made to handle this situation.

The juvenile court and probation department of this county have established a forestry camp for these young vagrants, which has received national recognition, and has helped materially to solve the problem. However, this is just a drop in the bucket, and this camp should be supplemented by many other camps throughout the State in order that these boys and men may be given an opportunity to earn their transportation home to their place of residence. Our camp is run by the forestry department. The boys are paid 50 cents a day and their meals, the 50 cents going toward their transportation home. We know that it works because more than 100 boys have gone through this camp in the past few months and not one of them has returned to California. This State needs relief in this problem as the counties are unable to finance such a project. Your support of this bill is urgently requested, as it will greatly relieve the situation in California.

Sincerely yours,

K. J. SCUDDER, *Probation Officer.*

DEPARTMENT OF PUBLIC WELFARE,
Atlanta, Ga., January 17, 1933.

MY DEAR MR. GLASSFORD: We have received your letter of December 31 and the inclosure—a copy of the bill which Senator Cutting, of New Mexico, is introducing in behalf of relief for homeless people. We are immediately placing it in the hands of the legislative committee of the social welfare council and we are sure that the members of that committee will do all they can to assist you in the promotion of this bill.

Sincerely yours,

GAY B. SHEPPERSON,
Executive Secretary.

THE NEW REPUBLIC,
New York City, December 8, 1932.

Brig. Gen. PELHAM D. GLASSFORD,
Washington, D. C.

MY DEAR GENERAL GLASSFORD: I have delayed in answering your interesting letter of November 30 in order that I might have time to reach a mature decision concerning the questions which you raise. I see no inherent objec-

tion to the project of unemployment camps which you have in mind, provided certain conditions are met. I would outline these conditions as follows:

1. The labor of the men in the camps should not be utilized in competition with the labor of those who are now employed, either directly or indirectly. If they do work of a nature which is now being done by others, the current rates of wages should be paid. They may, of course, do kinds of work which are not now being done at all. In this case compensation may be adjusted to the circumstances.

2. The men should be free to enter and leave the camps as they please. They should not be regarded in any sense as internment camps.

3. The work which is provided for the men should be of a sort which appears to them as being worth doing. It should not be the foolish type of made work.

4. In the administration and discipline of the camps, the men themselves should have authority. It should be regarded as a cooperative group activity rather than as something passed down and enforced from above.

If these safeguards are carefully observed, I do not see how there can be any sound objection to the plan which you propose.

Sincerely yours,

GEORGE SOULE.

STATE OF CALIFORNIA,
DEPARTMENT OF SOCIAL WELFARE,
San Francisco, January 10, 1933.

Hon. PELHAM D. GLASSFORD,
Washington, D. C.

MY DEAR MR. GIASSFORD: The Department of Social Welfare of the State of California has long felt an imperative need for the Federal Government to recognize the problem of the army of transients and itinerants.

We are, in this State, in an advantageous position to observe the extent of the problem and the tragedies it promises for to-morrow. California climatically acts as a magnet to the transient.

You may rest assured that we will not only actively support this measure in the Department of Social Welfare of the State of California, but I shall take immediate steps to enlist the support of the many public and private social agencies under my supervision. I shall also contact the organized women's groups concerned with social problems, the organized groups of social workers and their legislative committees and the outstanding figures in the political and press groups in California.

I might add that I have been concerned with the question of the conflict in residence laws in the various States. A movement of Federal significance will be the first step toward solving many of the intrastate and interstate agency problems.

I shall be most happy to serve in any capacity to assist with this program.

Sincerely yours,

RHEBA CRAWFORD SPLIVALO, *Director.*

CALIFORNIA PROBATION OFFICERS' ASSOCIATION,
San Jose, Calif., November 23, 1932.

Gen. PELHAM D. GLASSFORD,
Washington, D. C.

MY DEAR GENERAL GLASSFORD: A Washington Associated Press dispatch to our local paper to-day tells of your interest in the itinerant-boy problem.

As president of the California Probation Officers' Association, I am intensely interested and concerned in the fact that thousands of our boys are now aimlessly drifting throughout the country and that a goodly proportion of them are either in California or headed this way. During the past two weeks, I have corresponded with Alida C. Bowler and Dr. A. W. McMillen concerning this question and am considering, at the present time, calling a State-wide conference for the discussion of possible plans to deal with it. Frankly, I am not interested in statistics or merely a discussion, neither of which will have any effect upon decreasing the number of these itinerant boys. I have read the report of the children's bureau and believe it is a very fair picture of the situation.

This is in no way a State problem. The suggestions made by Doctor McMillen and Miss Bowler that most of the boys should be adjusted at the point where they may be held and question is impossible, particularly in California where we get many more than our proportion, most of them being residents of other States. It is essentially a national problem and I see no way of meeting it except through national organizations and congressional appropriations.

The Southern Pacific Railroad officials feel that the most effective method of meeting this situation in California would be to establish a few detention camps at strategic railway centers where these boys could be taken into custody and held for investigation. As many as possible of them should be sent to their place of residence. They feel that these camps should not be winter resorts which would be attractive to the boys on the loose. Unless this is done, the tendency for the boys to leave home will not be checked.

I have investigated the question in our forestry labor camps which are being financed jointly by the forestry department and State highway department and find that no provision is being made this year to deal directly with the boy problem. I do not feel that the boys can be dealt with along with adults.

Mr. Dan O'Connell, chief special agent of the Southern Pacific Co. in San Francisco, informs me that he estimates that there are approximately 10,000 men riding illegally on Southern Pacific trains throughout their system at any one given time. About 30 per cent of these boys are under 20.

I am very much interested in the statement that you intend to take this whole problem before Congress and shall be very glad to hear from you directly and give you any further information which you may desire as to our situation in California.

Very truly yours,

MAX WATSON, *President.*

THE SALVATION ARMY (INC.), GULF DIVISION,
LOUISIANA, ARKANSAS, AND TEXAS GULF COAST,
New Orleans, La., January 5, 1933.

Brig. Gen. PELHAM D. GLASSFORD,
Washington, D. C.

DEAR SIR: Knowing of your interest in the great problem confronting the Nation as regards the thousands of homeless boys traveling from city to city in the United States, and your energetic efforts pointing toward a solution, I thought you might be interested in having the attached copy of the New Orleans plan for transient boys. This program is a result of group planning among the interested agencies of this city. It has been recognized by the children's bureau, Labor Department, Washington, as a feasible and workable plan, and we are hoping funds will be available as a result of congressional action, to put same into effect.

Something surely has to be done, and quickly, if the future citizenship of our Nation is to be preserved.

Yours sincerely,

W. HERBERT BARTLETT,
Staff Captain, Divisional Secretary.

PROGRAM FOR TRANSIENT BOYS

The accompanying program is submitted in the recognition of our responsibility to transient boys within our city and more particularly of our responsibility to the New Orleans boys, who are potential transients. It is offered to the hope that it may serve to keep our own boys at home and to promote the following principles in the care of transient boys:

(1) No passing on from New Orleans to the next community.

(2) Return to family when feasible, otherwise to relatives or friends when desirable. In any case return to his residence if as satisfactory an adjustment can be made there as in New Orleans.

(3) Treatment on a case work basis, the plan of treatment to include work, education, and recreation, each suited to the health and particular needs of the individual applicant.

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A. PREVENTIVE PROGRAM—MEASURES TO KEEP OUR LOCAL BOYS FROM BECOMING TRANSIENTS

I. Education:

1. Make the curriculum and conditions in the public schools sufficiently attractive to keep children in school.
2. Increase the opportunities offered by night schools both in the number of persons served and in the character of the curriculum.
3. Utilize the special classes to the best advantage.
4. Expand the services of vocational guidance.
5. Increase the facilities for trade training.
6. Encourage intelligent and effective enforcement of the attendance law.
7. Encourage greater discretion in the issuance of work certificates to children.

II. Work:

1. Expand the services of vocational guidance.
2. Provide work relief in so far as possible for the boys who have completed their education and who would now be at work were it not for the depression.
(*a*) Plan this work to prepare the boy for his future work life.
(*b*) Adjust the work to the boy's physical condition.
(*c*) Provide only such work as will increase the total amount of employment and such as will not replace regular employees with relief cases.
3. Discourage the nefarious practices which are spreading in the matter of employing young boys—i. e. excessively low wages, long hours, etc.

III. Recreation:

1. Develop volunteer service so that the plants of all recreational agencies may be utilized to capacity full time.
2. Establish social centers in the schools with the aid of personnel from the recreational agencies and volunteer service.
3. Encourage the churches and religious organizations to develop recreational programs for their own members.
4. Develop a well-rounded program for the playgrounds.
5. Utilize vacant lots when advisable.
6. Expand the services of the library to include branch libraries, reading groups, etc.
7. Enlist the help of the Arts and Crafts in securing teachers for art classes at the various recreational centers.
8. Secure the assistance of the Little Theatre in developing dramatic groups.

B. CORRECTIVE PROGRAM

I. The clearing house:

1. Function.—It shall be the function of the clearing house (*a*) to determine as accurately as possible the extent and nature of the transient men and boys' problem in New Orleans; (*b*) to coordinate the activities of all agencies working with these groups; (*c*) to provide case-work treatment for some of the transient boys between 18 and 21 years and for all under 18 years. To steer to the proper agencies all applicants for whom the clearing house does not accept responsibility for treatment; (*d*) to utilize all resources for the proper work, education, and recreation of the transient boys in conjunction with the case work plan of treatment and to encourage the development of these resources where they are inadequate.

2. Plan of organization.

a. The clearing house shall have the following committees:

(1) Case-work committee: Representatives from the case-working agencies.
(2) Work and education: Representatives of the public schools, vocational guidance, Delgado, Mr. McElree, commissioner of conservation.
(3) Recreation: Representatives of Y. M. C. A., Y. M. H. A., Boy Scouts, Kingsley House, Palmer School Center, St. Mark's Community Center, K. C. Boys' Worker.
(4) Steering: Representatives of railroads, chief of police, commissioner of public safety, and three members of Kiwanis Club.
(5) General advisory committee: Made up of a representative of each of the above committees and one member of the Kiwanis Club.

The advisory committee shall be responsible to the unemployment relief committee, State of Louisiana, through State director of relief.

b. The staff:

(1) The clearing house shall have an executive secretary with training and experience in social case work and administrative experience (preferably a man), who shall be ultimately responsible for the administration of the clearing house and the supervision of the case-work service to all applicants under 21 years of age in accordance with the policies determined by the advisory committee and approved by the unemployment relief committee.

(2) There shall be also:

(*a*) At least one interviewer who shall have had case-work training and experience on pay of the clearing house.
(*b*) At least one field worker who shall have had training and experience in the children's field.
(*c*) At least one boarding home finder.
(*d*) One representative each from Volunteers of America, Salvation Army, and Jewish Federation, for full or part time, these representatives to be responsible to their own agencies and paid by their own agencies, and to cooperate with the executive secretary of the clearing house on cases of 18 years to 21 years.

3. Procedure.

All transient men and boys are to be referred to the clearing house where the first interviews will be taken (first interview to include all face sheet information, education of applicant, work record, statement of applicant's reason for being on road, etc., statement of what applicant himself regards as the solution of his present difficulty, and a statement of applicant's ultimate ambition).

Exception: Men over 21 years applying after closing hours of clearing house to any shelter which has its own case workers need not be sent to clearing house for interview, but a copy of the first interview taken at the shelter shall be sent to the clearing house the following day.

a. Men 21 years and over.

(1) White men over 21, except seamen, for whom some plan of treatment should be made, are to be referred to the following agencies for both shelter and case work up to the capacity of their shelters: Salvation Army and Volunteers of America. The applicants are to be assigned without reference to their religious affiliations, except that all Jews are to be referred to the Jewish Federation for service and for arrangements for shelter.

White seamen over 21 years for whom some plan of treatment should be made are to be referred to the following agencies for both shelter and service: Seamen's Church Institute, Seamen's Bethel, and Norwegian Seamen's Mission.

(2) White men 21 years and over, except seamen, for whom no responsibility for service is to be assumed, are to be referred for shelter to St. Vincent's Hotel up to their capacity.

(3) White seamen 21 years and over for whom no responsibility for service is to be assumed are to be referred to the following agencies: Seamen's Church Institute, Seamen's Bethel, and Norwegian Seamen's Mission.

b. Boys under 21 years.

The following agencies shall each have a worker in the clearing house, either full time or for certain hours daily: Salvation Army, Volunteers of America, Jewish Federation.

(1) Boys from 18 to 21 years.

(*a*) All Jewish boys from 18 years to 21 years shall be assigned to the Jewish Federation for service and arrangement for shelter.
(*b*) All non-Jewish boys (white) from 18 years to 21 years, except seamen, shall be assigned to the Salvation Army and Volunteers of America workers in the clearing house for case work service and shelter up to the capacities of these agencies. Beyond the capacities of these two shelters the boys shall be assigned to case workers employed by the clearing house.
(*c*) Seamen from 18 years to 21 years: Seamen's Church Institute, Seamen's Bethel, and Norwegian Seamen's Mission.

(2) Boys 17 years and under.

(*a*) All boys, colored and white (including Jewish), 17 years and under are to be assigned for service and arrangements for shelter to a children's worker employed by the clearing house.

Shelter is to be arranged for in boarding homes.

(*c*) The executive secretary of the clearing house shall discuss with the worker the plan of treatment in each case and shall review the treatment at regular intervals of one month. (This applies only to boys under 21 years of age.) The clearing house shall have no responsibility in cases over 21 years beyond that of referring applicant to proper agency and keeping records which will indicate what the total transient problem involves and which will enable the participating agencies to plan their program on a community-wide basis.

II. Cooperation with clinics and other health agencies in securing complete examinations of all applicants and such treatment as may prove necessary.

III. Expansion of services of the education and recreational agencies to include transient boys.

IV. Expansion and adaptation of present work relief program to meet the needs of transient boys.

OHIO DEPARTMENT OF PUBLIC WELFARE,
Columbus, January 21, 1933.

PELHAM D. GLASSFORD,
Washington, D. C.

MY DEAR MR. GLASSFORD: I am very much interested in your letter of January 9 in which you asked our cooperation in supporting the Cutting bill relative to caring for transients.

All of us in positions such as mine recognize the problem which the wandering horde of young boys constitutes and we are also distressed because so few communities are equipped to deal with the problem with any degree of adequacy.

I sincerely believe that it is the responsibility of the Federal Government to take initiative in coping with the situation and will be glad to render any assistance of which I am capable.

Yours sincerely,

MARY IRENE ATKINSON,
Superintendent.

STATEMENT OF MAJ. J. ARTHUR FYNN, FIELD SECRETARY OF THE SALVATION ARMY IN THE SOUTHERN STATES, ATLANTA, GA.

The CHAIRMAN. Major Fynn, please give your full name, address, and your position.

Major FYNN. My name is J. Arthur Fynn, and I am field secretary of the Salvation Army in the Southern States. Address, 54 Ellis Street, Atlanta, Ga.

The CHAIRMAN. In connection with your work, have you acquired information concerning the transient problem?

Major FYNN. Yes, sir; I think so.

The CHAIRMAN. Will you proceed in your own way to give us the benefit of that information?

Major FYNN. By reason of the mild winter climate in parts of the South, large numbers of homeless men flock into our cities and towns from northern and eastern industrial centers, placing an added burden upon communities already staggering under responsibility for local destitute families of unemployed. Even in normal times this problem is a difficult one, but with the number of homeless increased fourfold, local relief funds are inadequate to make provision for nonresidents.

This problem is obviously national in character and is not alone the responsibility of the South. The policy of passing them from place to place is forced upon communities having meager resources to provide for these people who are away from their families and friends seeking to better their situation.

We are alarmed to find that transients are suffering loss of self-respect and the roving life is having serious effect upon the characters of the men themselves. Through hunger and in desperation a large number of them are becoming beggars and petty thieves. We can see that social and health problems are also piling up for future public responsibility. The conditions under which these men and boys are forced to live, through no fault of their own, is daily making public enemies of many of them. The majority are not of the usual hobo or tramp type. Their principal need is employment; we find most of them willing to work if projects can be provided. Our fear is that they will lose the work habit and technical skills acquired by training and so deteriorate in character as to constitute a menace to society for years to come. Without doubt, they are also spreading disease.

The Salvation Army's ordinary facilities for housing and feeding men and boys were taxed beyond capacity two years ago, necessitating the opening by the army of some 160 additional emergency shelters of various sizes in the different southern States alone. We do not think it is altogether our responsibility to house, feed, and clothe them, but we willingly do our share. As these men are inarticulate, we feel, however, a responsibility for bearing witness to their present condition and need. Salvation Army officers have been working with unfortunate men and wandering boys in the United States for 50 years. Our officers know from personal contact that the majority of the men and boys on the road at the present time are not the usual so-called "outcasts of society" and "misfits," and one day we hope to see them returned to useful citizenship in their own communities. There is not only life to be conserved, but social and spiritual values of great importance to the Nation.

The situation described is shown by our case records in 213 southern communities where the Salvation Army is established. We also understand from official information coming to our southern territorial headquarters from other territories that similar conditions to those mentioned exist in all parts of the United States. Over 5,000 Salvation Army officers in more than 1,800 American cities and towns can testify to this from personal knowledge.

Naturally, it is difficult to secure the exact number of different men on the road. The field department records in Atlanta show the volume of homeless men and boys registered individually and assisted by the various branches of the Salvation Army during 1932 located in 15 Southern States was 955,570, as compared with 237,407 in 1928. By the same process of compiling statistics, the records show 209,258 men in 1929, 394,000 in 1930, and 847,934 in 1931. Of course, thousands of the same men came to the Salvation Army for help in city after city.

The CHAIRMAN. Are those the totals?

Major FYNN. Those are the aggregate figures of all of the cities, the 213 cities that report to the office.

The CHAIRMAN. The total number of persons assisted?

Major FYNN. That is right. There is duplication between cities.

The CHAIRMAN. There is some duplication, and I presume that some would be termed "residents" and not "transients."

Major FYNN. That is right. The reason for giving the comparative figure is that these aggregate figures do reveal the general trend and the greatly increasing volume of transients whom the Salvation Army has assisted. About 25 per cent of them are under 21; 4 per cent have college educations; 30 per cent are high school graduates.

Personal observation in visiting places from time to time and daily correspondence on the subject with commanding officers, leads me to say: That inadequacy of local funds for relief for homeless and transients results in the policy of passing men on from one place to another.

Several constructive local and State programs for men and boys can not continue without Federal aid.

Shelters, institutions, and camps now caring for the homeless will be forced to close unless outside help is forthcoming.

Insufficient funds from private resources in many places make impossible the segregation of men from boys or individualized social treatment.

Meager, monotonous and unbalanced diets for the homeless create health problems.

Defense attitude of certain communities toward the homeless results in no local provision being made for their care.

The CHAIRMAN. Is that tendency growing?

Major FYNN. Yes, sir; especially in the smaller communities having limited resources.

In some communities they are treated like criminals and fingerprinted.

Many small southern communities having limited resources are so located on highways and railroads along routes followed by transients that an undue burden of care falls upon them.

The majority of the wandered are doubtless from communities already so overburdened with family unemployment relief problems that it seems futile to send them back to the same situation which caused them to take to the road.

Because of present economic conditions the Salvation Army like other agencies is unable to secure sufficient funds from private contributions or local tax funds to properly care for the increasing number of homeless and transient people who apply for their help. In many places Salvation Army officers are foregoing their own small salary allowances in attempting to care for the almost endless daily procession of applicants who, because of the army's reputation of caring for down and out men, come to them for help.

The CHAIRMAN. Do you believe that the inadequacy of relief is contributing to the transient problem?

Major FYNN. Yes, sir.

The CHAIRMAN. Would you care to hazard any generalization as to the proportion of men among the transients who are of the professional hobo type?

Major FYNN. I think, based on the fact that the problem had increased fourfold from 1928 to 1932, that that percentage would not be of the hobo type. In other words, the majority under our care in 1928 were of the professional hobo type that would not work even in times of prosperity or could not work because they were inadequate or unemployable.

The CHAIRMAN. Can you make any estimate of the age groups?

Major FYNN. Well, the general percentage of those under 21 is from 20 per cent to 25 per cent. There is some inaccuracy in the check in some places. The hungry man, for various reasons, does not always tell the straight story. The man over 21, from 21 to 40, is more willing to tell the truth, and their story is more consistent. They have very little to hide. The percentage over 45 and 50 is approximately 20 per cent to 25 per cent.

The CHAIRMAN. We have had some testimony indicating an alarming number of accidents, fatal and otherwise, due to the fact that these transients are riding the freight trains and, in some instances, the passenger trains. Have you any information on that subject?

Major FLYNN. I have no statistical information, but I know of cases, individual cases, where that has happened, as the area adjacent to Atlanta where boys have been found injured on the roads and brought into Grady Hospital, which is our public hospital there, for treatment, and then the Salvation Army has been contacted in returning the boy to his home. The story came out during the hospital treatment. That number seems to be in doubt. I have no information about it.

The CHAIRMAN. It has been suggested that the health conditions are alarming among this group. Have you any further information as to the type of health problems among the transients?

Major FYNN. We are finding it necessary in the larger Salvation Army lodges to have a sick bay. The policy is also to have rather a quick medical examination when they are seized, and when we have been segregating many boys and men who have venereal disease, and, of course, during the recent flu epidemic there were many of them who had been exposed and who had flu, and we were sending them on to institutions for care, but there is a resistance on the part of local hospitals and institutions, because they feel that they have no responsibility for medical care except, for example, where a boy is picked up in an accident and rushed to the hospitals, but if it is a case that requires out-treatment, out-patient treatment, or even institutional care, there is a resistance that must be broken down before we can get medical care for them.

The CHAIRMAN. Do you believe that this is a Federal problem and can only be solved by Federal legislation?

Major FYNN. I think that the national approach is one of the approaches. I think there is local and State responsibility and responsibility resting upon agencies like the Salvation Army and Travelers' Aid, and others who are in this field, but it also has certain national aspects and the responsibility does rest upon, we feel, the Federal Government.

Senator CUTTING. But is it not natural that local communities and States should take care of their own first?

Major FYNN. Yes.

Senator CUTTING. And that where they are borrowing money from a national organization which has to be repaid, that they think twice before spending any of that money on transients?

Major FYNN. Yes; that is true; but that, of course, does not change the situation of the transient. I mean he is there without any program and because of resistance locally to the whole question of transiency; funds, even when available, sometimes are not released for the purpose.

Senator CUTTING. Well, is not that just one more reason why the Federal Government is the only one in a position to provide funds for the program?

Major FYNN. I think so.

The CHAIRMAN. Is not this also a factor: Should one State provide for the transients, would not it be overwhelmed as long as all other States failed to take care of them?

Major FYNN. Yes; wherever there is good provision made, even by private agencies, there is a tendency for transients to flock to

those better places, and that, of course, is one of the major problems of the Salvation Army in this particular work. Wherever we set up an ideal situation, immediately, of course, the transients do come there.

The CHAIRMAN. Thank you very much.

STATEMENT OF GILBERT S. DECKER, CASE WORKER WITH TRANSIENT MEN, WASHINGTON, D. C.

The CHAIRMAN. Mr. Decker, please give your full name, address, and position.

Mr. DECKER. My name is Gilbert S. Decker, and I am a case worker with transient men, at 426 Sixth Street, NW., Washington, D. C.

The CHAIRMAN. Will you give the committee any information that you have on this problem that would be helpful?

Mr. DECKER. The thing that interests me most about this is the fact that I have been a worker with transient men for a number of years, and that during the past three years, there has been a tremendous change in the situation regarding homeless men. In the testimony that I have heard this morning, there has been constant reference to the professional type of transient, or the hobo type of transient. The hobo is a person that we have with us always, a person that our economic system makes necessary. The professional hobo is a man who works. He is a not man who is just a bum, but is a man who works, but even this group of hoboes, the men who work, the men who go from place to place looking for work, who work the harvests and the orchards and that sort of thing, has changed. He has been wiped out during the last three years by the avalanche of youth that has come to us, and in that youth for the past three years there has been a change.

For instance, 2 years ago the boy, the young man, or the man up to 35 years of age who came to us, when you talked to him he was full of enthusiasm, full of hope. He was simply following that urge that is within many of us that when we can not make out where we are we should go some place else where we can make out; but during the past year there is a growing tendency on the part of individuals not to look for work; their ambition has been thwarted so long that there is not that tendency to look for work, and that is a dangerous thing. That is something that is absolutely dangerous for the individual. It is making a great part of our population, or at least our floating population, so that they will never be able to take their place in life.

I was talking to a man the other day—and, while you can not put them in the testimony, perhaps it would be interesting for you to see these pictures drawn by a transient man of this type—and that man has wandered a year and a half with never a place to stay; he had wandered a year and a half with no community willing to take care of him for more than a day or two. In each community that he went into he was given a night's lodging, a meal or at the most two meals, and told to move on because the community resources were not able to take care of him. That man came to us and begged, said that he would do anything if he could just have the satisfaction of staying in one place for a week. That man is worth while.

The CHAIRMAN. What sort of a work record did he have before he began to drift?

Mr. DECKER. The man' work record—well, he is not old enough to have very much of a work record, because that man is one of those that have come from school without being able to find work.

The CHAIRMAN. How old was he?

Mr. DECKER. Twenty-two. The thing that is so bad is the fact that everything that we have held up to young men—we have held up to them the dignity of labor and making their way in the world, and all the rest of it, and they graduate from school and are faced with the fact that there is no work and they are wandering from place to place.

Now, in Washington, in November we started a system of not asking a transient man to stay for a certain period of time. Work has been provided for him and he has been allowed to stay as long as he wanted to stay.

In November we had 2,150 new cases of men, that is, men who had not previously applied to the Salvation Army for help, 2,150. That number of men we gave 14,108 meals and 6,906 nights' lodging. I simply mention this to show the increasing cost to communities if a community unaided is to take care of the men without Federal aid.

Now, in December we only had 1,716 new cases, a decrease over November, but we served that 1,716 men 21,752 means and 10,047 nights' lodging, a tremendous increase in the meals and in the lodgings, but a decrease in the number of men.

This is because our institutions, as far as capacity are concerned, are becoming filled up with these men that we are keeping. Now, they will reach a point when the community will no longer be able to take care of that.

Unless there is some Federal aid, or some central plan for transients throughout the United States, the community that is able to take care of transients fairly well, and I do not think any community has resources enough to adequately take care of transients—I do not think in any place the transients are taken care of adequately—it would soon be so that the community resources would be exhausted, even the care that the community was able to give, as you can see by those statistics.

The CHAIRMAN. Do those men desire to stay and to work under this new plan that you have adopted?

Mr. DECKER. Yes, sir; that is, the majority of them.

The CHAIRMAN. In other words, they are not taking to the road, as some people seem to think, just for the purpose of the adventure?

Mr. DECKER. Well, there are always a group, even in normal times, who take to the road for the adventure.

The CHAIRMAN. I am thinking of this new group that you spoke of.

Mr. DECKER. Well, in the extreme lower-age brackets there might be a considerable portion who are seeking adventure but not in the older group—say from 17 to 19. In those two years there is a lot of adventure seekers but very few in the bulk of the group which is from 31 downward.

The CHAIRMAN. What about the health of these men?

Mr. DECKER. The health is very poor. Practically every person who applies is suffering from a cold.

The CHAIRMAN. Are there many cases of malnutrition?

Mr. DECKER. Oh, very much so. You see, a constant diet of soup is bound to present that difficulty.

Senator CUTTING. What about the morale of these men; has that suffered in the past year?

Mr. DECKER. I tried to bring out the fact that the morale is suffering tremendously from the constant move-on policy that has been adopted by most communities.

Senator CUTTING. You think that will go on getting worse unless something is done to stop the situation?

Mr. DECKER. Yes, sir.

The CHAIRMAN. Have you any further suggestions?

Mr. DECKER. No, sir.

The CHAIRMAN. Thank you very much.

STATEMENT OF MISS MARY STEWART, EXECUTIVE SECRETARY HOUSTON TRAVELERS' AID SOCIETY AND TRANSIENT BUREAU

The CHAIRMAN. Miss Stewart, please give your full name, your address, and your position to the reporter for the record.

Miss STEWART. My name is Mary Stewart, of Houston, Tex., and I am secretary of the Houston Travelers' Aid Society and Transient Bureau.

The CHAIRMAN. Please proceed in your own way to give the committee any information which you think would be helpful on this subject.

Miss STEWART. Houston, as well as other cities in southern location, is naturally faced with a tremendous transient problem. Our city has been widely advertised commercially and times were probably better there than many other places for a couple of years after the depression had affected other parts of the country.

The travelers aid and transient bureau is one of the community chest agencies and assumes responsibility for the transient family that has arrived in Houston within one week. This means that we get the family auto traveler and the itinerant group who have no margin on which to fall in times of unemployment.

New oil fields opening up cause a great influx of these people, and when work is not found they simply drift back and forth to whatever town can care for them. In one town 40 miles from Houston, where a recent oil boom took place, the resident population has never exceeded 1,600, there is one auto camp now that has 1,000 people, and the licenses on their cars come from nearly every State. The problem for this community is a terrific one. Many of these people when able to get a little assistance, gas, and oil, make it to the nearest city, and there is a constant influx into Houston.

Where possible we try to return them to a legal residence, but unfortunately many of them have none, and others, while they have resided for a period long enough to establish legal residence, are not in any sense bettering themselves by returning to that locality. Where children are involved the situation is a serious one, and it is true that many have never had the opportunity to live as normal families are thought to exist, on even a rather low level.

The ones who can not be returned remain in the city and are cared for by the resident family agency that is already overburdened with the needs of local people. There are many others who do not wish to remain, but move on and seem to have no realization of the seriousness.

One man proudly boasted that his children had attended schools in six States within a period of one year, to the suggestion that he was forfeiting his children's right to an education and school advantages.

In January, from the 1st through the 15th, the Houston Travelers' Aid and Transient Bureau had 69 such families that came to the agency within this time. The social service bureau which accepts families who have been there beyond one week had also a tremendous number.

The CHAIRMAN. You are referring to this month?

Miss STEWART. Yes, this month. We had 69 such families that came to the agency within that time.

Our present method and policy of caring for them is purely alleviating and it is not possible for us at this time to engage in any large rehabilitation program for this particular group, though they are cared for and given assistance that is imperative.

The one outstanding service that we are attempting to do is with the group of unattached men.

The CHAIRMAN. How have you handled that problem?

Miss STEWART. We started a central registration bureau for transients. It was organized in the fall of 1931 to aid in the community program of caring for this group, in an effort to discourage indiscriminate giving, soup lines, and the like. It has gradually developed from that into a transient hotel, where all unattached able-bodied men, resident or transient, are expected to be cared for.

We are not discriminating in the method of caring for these people as between residents and transients. We are discriminating as to the length of time they can stay.

The CHAIRMAN. How long do you permit them to stay?

Miss STEWART. We do not advertise any time limit. We simply have to say that we can not keep transients who do not belong in that community and who have other places to go, for instance, for any length of time.

From the beginning we have had a complete personnel recruited from the men who have applied for assistance, and while obviously no highly specialized case work program could be possible in such a set-up, we feel that our policy has been worked out on fairly sound principles, and has the approval of the council of social agencies in its method of administering. A complete registration system is adhered to and differentiation made as to the types of people applying. Boys under 21 are taken care of separately, and in so far as possible an investigation is made with this group.

We have not been able to do this 100 per cent. We were closed from the first of April until the middle of November so it meant getting almost a complete new setup.

The CHAIRMAN. Why were you closed, because of lack of funds?

Miss STEWART. Yes, and due to the general feeling that there is no great need in the summer months. We feel that the experience

of last summer shows that there is a need. Because of our limited facilities and our lack of sufficient clerical help, during the month of December we were only able to make 165 investigations on the 380 boys who applied to us. The age group on these are as follows: 19 years, 9; 18 years, 87; 17 years, 41; 16 years, 11; 14 years, 5; 13 years, 1.

The cooperation of the Y. M. C. A. boys division and the city recreation department has been given to the fullest extent with this group, and activities are provided for them during two hours each morning at the Y. The recreation department provides a special feature from time to time. No training program has been attempted with this group. We are forced to care for them in the same dormitory with the older men, which is a disadvantage from many angles.

The CHAIRMAN. You believe then that if funds were available and facilities available, that they should be separated by age groups?

Miss STEWART. Well, yes, I do; mostly from the standpoint of administration. Your older man is usually on the road because of some very serious economic problem proposition. The younger group are very optimistic about their situation. I do not feel that we have had any particularly unfortunate experience so far as the influence of the older men on the younger men is concerned. One reason, of course, is that we have taken particular pains to see that our personnel has been recruited from the higher type of men that come through, and we feel that the older men give wise counsel from their own experience that might be disregarded if it came from a social worker and it is often more helpful than otherwise.

Of this group we have returned 30 to their homes, mostly through their own resources, and transportation from our funds has been available in only a few instances. With the group mentioned we have the feeling that many boys are on the road because of love of adventure and opportunity to see the country, rather than stern necessity, although there are many of the latter. Certainly they are able to travel and be taken care of easier than ever before.

We have one instance of a boy from Cleveland, 17 years old, who went to Houston with two other boys who were of a more independent nature, and who looked after this boy and finally felt that he was too much of a handicap, and left him in Houston. He was anxious to return home but was afraid to make the trip alone. A 19-year-old boy from Hamilton, Ohio, quite experienced in the way of traveling, finally agreed to assist him in getting home, and as there was no transportation available either from Cleveland or from our agency, this semed to be the best way and they started out. Within 10 days the boy from Hamilton returned to report that he had delivered Stanley safely at his home in Cleveland, and that he had gone on to Hamilton; decided he did not like his stepmother any better than he had previously, so just dropped in to see us on his way to California.

With the group of older men over 21, no attempt is made to deal with them on the basis of investigation. A careful registration is kept and the men are worked into a routine as quickly as possible. About 100 men are absorbed in the maintenance of the bureau itself.

This includes physical inspection, fumigation, which is routine for all new applicants; infirmary, recreation, cafeteria. Work is taken for granted as a part of the routine, and the street and bridge department of the city and the park department absorbs from 150 to 200 a day. Work has been insisted upon as part of our program, not as a work test, but on the theory that it is essential to have a definite routine and that then men themselves prefer to do this. We have found that we do not have disciplinary problems, that seem to arise in other similar places, and we attribute this fact largely to this factor, as well as to the policy that the men who are being served by the agency influence whatever rules and regulations we may have.

We are by no means solving the transient problems with this group, as there are probably many men who prefer to exist by other means than in a well-regulated scheme. We feel safe in saying, however, that a transient coming to Houston tried the transient bureau at least once, and as he is given meals and service before he is required to work, we have on an average of 40 to 45 a day who come in, register, are cared for for a couple of meals or a night's lodging, and then proceed on without reporting for work. We are not disturbed by this since our whole emphasis is placed on trying to serve the unemployed man who wishes to be self-maintaining.

Central Bureau for Transient Men, 713 Louisiana Street, Houston—Statistical report, December, 1932

Registrations:	
Transients	2,187
Residents	162
Total	2,349
Age group:	
16 to 21	390
21 to 30	866
31 to 40	492
41 to 50	315
51 to 60	203
61 and over	83
Sources:	
Personal	2,334
Other social agencies	15
Means of travel:	
Freight	1,840
Hitch hiking	328
Auto	17
Resident	164
Length of time in Houston:	
Just arrived	1,827
Under 1 week	256
Under 2 weeks	39
Under 1 month	19
Under 6 months	28
Under 1 year	13
1 to 5 years	57
5 to 10 years	41
10 to 20 years	51
Over 20 years	14
All life	6
Race:	
White	2,348
Colored	1
Education:	
Grammar school	1,330
High school	833
College	146
No education	40
Social status:	
Single	1,976
Married	190
Widowed	91
Divorced	49
Separated	43
Religion:	
Gentile	2,306
Jewish	43
Physical condition:	
Ill	31
Good	2,300
Broken limbs	25
Permanent disability	1
Occupation:	
Laborer	1,038
Clerical	182
Professional	3
Trade	1,081
None	45
Time unemployed:	
Under 1 month	31
1 to 3 months	414
4 to 7 months	512
8 to 11 months	273
12 months and over	1,119

NUMBER OF APPLICANTS REGISTERING FROM EACH STATE

Alabama	50	Texas	365
Arizona	6	Utah	5
Arkansas	48	Vermont	5
Carolina, North	35	Virginia	29
Carolina, South	30	Virginia, West	23
California	53	Washington	19
Colorado	30	Wisconsin	37
Connecticut	30	Wyoming	5
Delaware	23		
Dakota, North	14	Total	2,349
Dakota, South	24		
Florida	14	Foreign born:	
Georgia	43	Austria	1
Illinois	143	Bohemia	1
Indiana	71	Canada	8
Idaho	14	Czechoslovakia	1
Iowa	23	Denmark	4
Kentucky	74	England	3
Kansas	42	Finland	2
Louisiana	60	France	1
Maine	15	Germany	26
Maryland	17	Greece	2
Massachusetts	54	Hawaii	2
Michigan	81	Hungary	1
Missouri	104	Ireland	6
Mississippi	45	Italy	5
Minnesota	29	Mexico	1
Nebraska	22	Norway	2
Montana	13	Poland	9
New York	152	Puerto Rico	2
New Jersey	46	Rumania	1
New Hampshire	5	Russia	5
New Mexico	2	Scotland	8
Ohio	118	Sweden	6
Oklahoma	83	Switzerland	3
Oregon	10	Turkey	1
Pennsylvania	152		
Rhode Island	17	Total	101
Tennessee	69		

Cost of meals served at transient bureau

Date	Number of meals	Unit cost	Cost of food	Date	Number of meals	Unit cost	Cost of food
Dec. 1, 1932	1,662	$0.0155	$25.80	Dec. 18, 1932	2,075	.013	26.32
Dec. 2, 1932	1,738	.011	19.81	Dec. 19, 1932	2,124	.012	26.72
Dec. 3, 1932	1,659	.015	24.75	Dec. 20, 1932	1,382	.011	16.03
Dec. 4, 1932	1,858	.0145	26.85	Dec. 21, 1932	1,972	.014	29.21
Dec. 5, 1932	1,772	.014	24.82	Dec. 22, 1932	1,945	.017	34.45
Dec. 6, 1932	1,694	.016	26.85	Dec. 23, 1932	2,189	.012	27.45
Dec. 7, 1932	1,775	.016	27.56	Dec. 24, 1932	2,086	.014	29.67
Dec. 8, 1932	1,768	.014	24.75	Dec. 25, 1932	2,168	.0165	35.44
Dec. 9, 1932	1,855	.013	23.52	Dec. 26, 1932	1,371	.0165	22.42
Dec. 10, 1932	1,901	.0135	25.86	Dec. 27, 1932	1,977	.0115	20.94
Dec. 11, 1932	1,918	.015	29.00	Dec. 28, 1932	2,016	.0135	27.33
Dec. 12, 1932	2,006	.014	28.02	Dec. 29, 1932	2,019	.010	21.82
Dec. 13, 1932	2,014	.0125	24.62	Dec. 30, 1932	2,132	.012	25.07
Dec. 14, 1932	1,940	.0145	28.76	Dec. 31, 1932	2,842	.0115	32.79
Dec. 15, 1932	1,977	.014	27.32				
Dec. 16, 1932	2,069	.016	34.21	Total	59,976	.0138	828.50
Dec. 17, 1932	2,072	.015	30.34				

Lodgings given at the transient bureau

Date	Residents	Transients	Total	Date	Residents	Transients	Total
Dec. 1, 1932	151	107	258	Dec. 18, 1932	172	160	332
Dec. 2, 1932	152	133	285	Dec. 19, 1932	175	146	321
Dec. 3, 1932	152	135	287	Dec. 20, 1932	180	125	305
Dec. 4, 1932	150	154	304	Dec. 21, 1932	163	125	288
Dec. 5, 1932	159	103	262	Dec. 22, 1932	157	146	303
Dec. 6, 1932	158	98	256	Dec. 23, 1932	171	141	312
Dec. 7, 1932	159	110	269	Dec. 24, 1932	173	144	317
Dec. 8, 1932	165	127	292	Dec. 25, 1932	168	139	307
Dec. 9, 1932	167	164	331	Dec. 26, 1932	161	144	305
Dec. 10, 1932	164	161	325	Dec. 27, 1932	150	117	267
Dec. 11, 1932	163	181	344	Dec. 28, 1932	141	115	256
Dec. 12, 1932	164	168	332	Dec. 29, 1932	164	135	299
Dec. 13, 1932	166	165	331	Dec. 30, 1932	163	129	292
Dec. 14, 1932	164	179	343	Dec. 31, 1932	163	129	292
Dec. 15, 1932	166	180	346				
Dec. 16, 1932	164	170	334	Total	5,024	4,396	9,420
Dec. 17, 1932	159	166	325				

Services rendered by the transient bureau not contained in itemized reports

Meals given to families sent by Travelers' Aid:		
Total families		48
Total meals		152
Meals given to men from the bureau of disabled detached:		
Total men		253
Total meals		16,405
Hospitalization:		
Patients admitted to infirmary for treatment (all bed patients)		72
Number of men given treatment other than bed patients		337
Total men working in city parks:		
Transient		2,168
Resident		660
Grocery orders issued		98
Shoes repaired		45
Clothes issued:		
Shoes	pairs	164
Underwear	suits	282
Socks	pairs	396
Pants	pairs	162
Shirts		160
Rain coats		13
Overcoats		32
Sweaters		49

Our costs have been astonishingly low and we have worked out our system of feeding on what seems to us as satisfactory a basis as we can hope. Our cafeteria resembles any commercial cafeteria, and there is in no way any semblance of a bread line in either the manner of serving or the food served. We try to have well-balanced meals, and we feel we have succeeded, though of necessity they are somewhat heavy in starches and proteins.

We have a routine medical and physical examination, and where we have cases of venereal disease we are not able to take care of that group beyond the point that we can get them on their way. Of course, a number of those men do not have places to go and we are able to work out in individual cases a method of treating them and caring for them outside the bureau until they are able to go on, but that is one of the most serious things.

The CHAIRMAN. Have you had any problem with women transients?

Miss STEWART. Yes; we have, but we are very much concerned about what we are not doing for them.

The CHAIRMAN. You mean because you have not the facilities?

Miss STEWART. Well, we have not the facilities, and we do not have the community plan for them. We do not feel that we are getting anywhere nearly all of the transient women that come into town. We do not know exactly what is becoming of them but we certainly know that we must have more.

The CHAIRMAN. Do you think that is because there are so few women, or because they do not apply to the agency?

Miss STEWART. There are fewer women and, with the men, everybody knows about the transient bureau in that whole section of the country. They get it on the freight trains and all that sort of thing. There is absolutely no advertising of any service to women. Then, they do get lost in the shuffle.

The CHAIRMAN. You think they are a factor in this transient problem?

Miss STEWART. I think they are. The ones that we get are referred to us usually or they come to the station. We do not get them the same way as the transient men and the employment bureaus do not refer them. I imagine if a survey was made of employment bureaus it might give you some information.

The higher type transient woman, we find, is very often able to get some employment in a home just for meals and lodging, without any salary attached. The women we get are, as a rule, not quite the same type as the men. I mean, they are not as independent and I think most of them would be social problems almost anywhere. Again, I think that is because of our lack of organized plan to take care of them and what efforts we have been making have not even scratched the service.

The CHAIRMAN. Do you or do you not favor Federal action to meet the transient problem?

Miss STEWART. Well, it seems to us now that we have to think of it in terms of a long-time problem; that whatever we do in Houston is not going to be very practical unless other people do something of the same sort, or we are going to be flooded with a tremendous load that we are not able to take care of.

Senator CUTTING. Do you know anything about what they are doing in San Antonio?

Miss STEWART. Yes; they have just started a transient bureau in San Antonio. Mr. Maverick is the man who is at the head of that, and I think it is going to be pretty much along the lines of what we are doing in Houston. They have facilities for lodging 500 and I have not been over there, but I do not think it has gotten under way to the point where there is really a program yet.

Senator CUTTING. They are not actually handling the situation?

Miss STEWART. Yes; I think they will undoubtedly, but they have just opened it just within the last two weeks. Of course, they have a camp for families that I think is quite outstanding.

Senator CUTTING. What do they do with them in the camp?

Miss STEWART. Well, they are working on not exactly a barter and exchange program, but something of that order. They are trying to make it as self-maintaining a group, in so far as they can. It grew out of the bonus group, and they have their own school and are trying to develop crafts and various things of that sort, within the camp itself. At the present time, I think it is not self-supporting, but that is the ultimate ambition.

Senator CUTTING. They hope that it will eventually be self-supporting?

Miss STEWART. Yes.

The CHAIRMAN. Thank you very much.

STATEMENT OF PAUL V. ROBINSON, SUPERINTENDENT WAYSIDE MISSION, ANDERSON, IND.

The CHAIRMAN. Mr. Robinson, please give your full name and address, and your position.

Mr. ROBINSON. My name is Paul V. Robinson, and I am superintendent of the Wayside Mission, at Anderson, Ind.

The CHAIRMAN. Is that a mission which deals particularly with transients?

Mr. ROBINSON. Its work centers around transient relief. We have worked out various projects along that line.

The CHAIRMAN. Can you give us any information concerning your experience with transients?

Mr. ROBINSON. The basis for our work grew out of the fact that three years ago the churches in the city of Anderson decided to go into relief work for men and boys, and furnished money, and asked me to take charge of it, giving me an absolutely free hand in regard to how that work should be carried on, with the result that we have used the laboratory method of building up a scientific relief agency.

I also have been attending college at the same time and switched my course so as to fit myself as best I could to do this type of work.

I soon discovered that the problem was far more than a religious problem, as we think of religion in its narrow concept, that it was a sociological problem and also a psychological problem, and consequently I took a course in sociology and also in abnormal psychology in order to better understand these men. We also have consulted the men freely. I have talked to several thousand of these men personally as to the shortcomings in this type of relief and how it could be improved.

I have been very fortunate in finding among the men and boys on the road a very high type of skill.

Of the 25 men working in our institution, I am the only one that could be called as getting a salary. I have one certified public accountant keeping a very rigid accounting system and he is very largely responsible for the various figures, surveys, and drafts which I have here, and I have a very high type of man, a man who has been a successful business man and who came to me on the road, who directs the institution in my absence without salary.

Our figures show that from October 1 up until December 15 there was a very sharp increase——

The CHAIRMAN. Are you referring to 1932?

Mr. ROBINSON. Yes; to the year 1932. There was a very sharp increase in the number of men and boys on the road, more than the usual seasonal increase.

The CHAIRMAN. How do you account for that?

Mr. ROBINSON. In fact, conditions were, according to our figures, about 25 per cent worse than in the corresponding period the year before.

From December 15 to December 28 there was a slight decrease, largely traceable I believe to the fact that many of these men and boys, as many as possible, if they had relatives or homes, went home for Christmas. Beginning two weeks before Christmas, we kept as many men and boys that came to us as possible, as we had planned a rather adequate Christmas entertainment program for that particular period. Every man that came into the place a week previous to Christmas was our guest over the holidays.

We have kept our charts in graph form. This chart relates especially to the origin of these men and boys, how many are from our own State and how many are from bordering States and how many are from industrial States.

The CHAIRMAN. What does it show?

Mr. ROBINSON. It shows one man out of five is a native of our own State. That does not include those of our own town, outside of our own town.

Approximately 31 per cent, in addition to this 20 per cent, 31 per cent of the men and boys that come to us come from border States to our State. About 7 to 8 per cent of the men come from the industrial State of Pennsylvania and 7.5 per cent come from the industrial State of New York, and the other States combined, and the foreign, take care of the other figures.

We also have kept figures relating to the degree of skill and the education which these men have.

The CHAIRMAN. What does that show?

Mr. ROBINSON. It shows that 34 per cent of these men are skilled and have the equivalent, or had the equivalent of a highschool education, 34 per cent.

That 15.5 per cent have what we would call the equivalent of a grade school education and have some technical knowledge. Less than one-half of them are classified as common laborers.

The CHAIRMAN. Do you feel that the results of your studies are a fair cross-section of the transient group?

Mr. ROBINSON. These studies are based on 400 cards taken at random out of our files. We made no attempt to choose at all. We merely chose 400 cards at random from our files covering the three years.

The CHAIRMAN. You think, therefore, that it is a fair sample of the group of transients?

Mr. ROBINSON. I made a tally and tabulated our percentages, and find the percentages did not change materially after 400, so we stopped.

It is only incidental to this investigation, and yet it shows a significant thing among these men as to their religious preferences. We find 28 per cent of these men listed as their religious preference the Catholic religion, and 68 per cent listed some Protestant religion; that less than 3 per cent gave no religious preference at all, which I think is a very significant thing in designating the type of men and boys on the road. Those who gave some religious preference are certainly not the lowest types of men.

We have made some experiments with intelligence tests as conducted in our colleges. I am very sorry I have no figures on that. I can say this, in a general way, the intelligence of these men is far above the average. In high school the average is 90 per cent to 110 per cent, and these men in the main are either a high average or border on the superior.

We also have kept a survey in regard to the age groups, listing them, beginning at 15 years, and listing them in 5-year groups. It shows that 8.5 per cent of the men who came to our institution were between the ages of 15 and 20; a very sharp increase in the next 5-year period, in fact the peak of any 5-year period is reached in the number of men between 21 and 25, 18.75 per cent being in that 5-year group. It falls off steadily from then on through the 5-year periods until we come to the group between 36 and 40, wherein there is a very sharp decline in the number of men who came to our institution in that age group.

For a reason which we can only speculate on, as to its source, there is an increase in the number of men between the ages of 41 and 45. We talked this over a good deal in our group meetings among the men, and the only adequate reason that we have been able to give ourselves on that is that industrial concerns rigidly tighten up on the personnel when a man begins to reach the age of 45 because of insurance regulations and compensation regulations, but undoubtedly many men who are fairly steady in their employment habits are dropped through no fault of their own after they pass the age of 40 years with the resulting increase in the number of that age over the preceding five years.

We have only 1 per cent who are between 71 and 75 and one-fourth of 1 per cent who are above 75 years of age. That completes the graph survey which my man got out for me prior to my coming.

I might give you some figures as to how we carry on our work, if that would be interesting, in a general way.

The CHAIRMAN. We should be very glad to have that information.

Mr. ROBINSON. We have divided, for our own convenience, the men who come to us into four general groups. We have, first of all, the type of man which you have to deal with even in normal times on the road.

First of all, the highest among that group is the migratory worker, like lumbermen, harvesters, steel workers, who have to move from one construction job to another and who work on dams, such as Boulder Dam.

Then, we have the habitual wanderer who finds his crystalization in the hobo.

It is very interesting to note from the psychological standpoint that if the individual wanderer had the proper psychological treatment when he was young the tendency to wander might be taken out of him.

The CHAIRMAN. What percentage have been in this latter category, roughly speaking, of the men who have passed through your institution?

Mr. ROBINSON. It is hard to find out because our figures began in the beginning of this depression. I would say, however, from personal observation, that the habitual wanderer is not over 5 per cent of the men who come to our institution. It is not over 5 per

cent. Many boys are forming that habit; that is, the depression at the present time is particularly conducive to forming that habit. The habitual wanderer crystallizes because of unsatisfactory conditions at his home. Many boys are wandering for that reason at the present time and after a while it becomes a regulate state.

The third class, which is wandering all the time, is the low type of man, which type subdivides into three main divisions—the petty criminal, the foreign unadjusted laborer, men who because of language reasons or who because of their inability to break into our national customs are unable to stay long in one place. Then also coming in here is the mentally deficient. We have, among these men on the road, a percentage of persons who should be in institutions. The institutions are overloaded at the present time and are only taking care of those who have manifest dangerous antisocial tendencies. There are many men on the road to-day who should by all means be confined.

We have formed our work around some ideals which we have gotten partly from the study of sociology and partly from the suggestions of men themselves who come to our place.

We find that in the care of these transient men and boys the rehabilitation idea should be dominant. The idea of running an indiscriminate feeding and lodging house has proven itself to be a very pernicious sort of thing. The idea of giving food, usually a low type of food, to all people who flock there is decidedly against the best interests of the men themselves.

We usually find in surveying those institutions that they are cashing in on public sentiment in regard to relief.

The physical equipment of a relief station should meet certain requirements and should have a very high standard of cleanliness and health facilities. We believe that men who come in with venereal diseases should be segregated and confined to the use of certain equipment around an institution, which is not generally used by the other men. That is not always possible, but as far as possible in pernicious cases the institution should not mix other men who are clean with these men but should segregate these men and get them in touch with the Public Health Service, which maintains clinics for the treatment of those diseases.

The kitchen and washrooms and so forth should more than measure up to health-board requirements. It should always be open for inspection and it should be more than the health board requires.

Then, regarding recreation facilities for the men, the men themselves have suggested, after full conversation with many of these men, that they have suitable reading material available when they do come into your institution in the evening after a day on the road. It is not conducive to the men's good to sit there and stare into space. If you have reading material and writing material and checkerboards, it serves to break down the tension these men are working under and you tend to combat the psychological forces that are working on that man.

I believe they should be given dormitories to sleep in that are adequately warm. There is no excuse for making a man sleep in quarters which are not fairly respectable and which do not give warmth enough so that they may sleep comfortably during the night.

I am quoting suggestions now from the men themselves. Regarding food, while we do not have adequate appropriations for serving all kinds of food, the idea that we can serve the same kind of food seven days a week because, instead of changing the meals we change the crowd, is a very poor social concept of taking care of these men.

In our own institution we have balanced menus which are changed every day. We have six kinds of meat which we serve. Our noon meal is always a meat-and-two-vegetable meal, and never is the same meat served twice in succession. Vegetables are varied as far as possible.

Our organization is not military, because I had no military experience, but we have organized it along the line of a business organization. Our work is departmentalized. The men themselves, the transients, head each department; we have six departments, and these six departmental heads eat dinner with me, and during the meal we discuss various problems that come up and formulate our plans for carrying on our work.

The personnel equipment is important of a relief station. I am speaking now rather in criticism of many relief stations in which I have found, it is a deplorable thing, that with so many very high-type men on the road, that we find that the men who get jobs of responsibility from relief stations are more or less petty demagogues with a little authority, and they exercise it on the men.

We have formulated, in one sentence, for the benefit of our personnel, the results to which we aspire in our relief work, and that is that we run the institution for gentlemen, and if a bum comes in we expect him to be a gentlemen, instead of running an institution for bums and expecting if a gentleman comes in that he will become a bum. To that end, we have spent a good deal of money in painting our dining room and decorating it for Christmas, and in every way we can we are maintaining a clean institution, an institution for gentlemen.

I would like to corroborate what has already been said in regard to the availability of a large amount of skilled help among these men at the present time. There is available at the present time an adequate staff for any kind of an institution of this kind, men who have had experience in handling other men and men who have education along special lines and who are only asking for a chance to use what they know as a means of getting a place to stop and not being compelled to travel from place to place.

It is very important that some kind of activity be sponsored for these men.

That should not be an enforced religious activity. Speaking from personal experience, we have religious services each evening in our institution, but attendance at that is purely voluntary on the part of the men. Quite often those religious services, which are participated in by all the church groups in our city, are conducted on the open forum basis where the men take an equal part. We have, at the same time, reading rooms with games and books, and this reading room is not closed during the religious services. They can be in there if they prefer. This cuts down our attendance, of course, but gives us an interested crowd. This activity, of course, should be broader than that. That occupies a minor part in our institution.

That is, the preaching is such that we have rather defined religion in terms of its social implication and sympathetic implication rather than its narrower definition.

Some sort of activity in the way of labor should be given these men. We have used a woodyard. I think one objection to that is that there is a tendency to exploit the men, to ask a man to work for nothing when you are actually making something. We have maintained a woodyard and have turned in 80 per cent to the man who cuts the wood, and the man works with a will because he knows he is not being exploited.

There is a definition of the physical activity which should be given these men which I have taken from a report published in the book which I have used in guiding me in some of my policies. This report reads that in any work which is sponsored for these men it must of necessity, because of the wide range of ages and adaptability, be adaptable to different types of men, easily supervised, and should have some educational value and should be adjustable to the individual's strength; should be physically upbuilding; should not be too expensive to install; should have a reasonable market for the finished product in which the man himself may share, and should not be directly competitive with other lines of work and there should be added that the man himself should not be exploited.

If you ask a man to work for his board and room he should work on piece work having a definite value set on the board and room so that he will not be worked to death.

The religious activities of an institution of this kind should have well-defined rules for attendance by the men, which should be voluntary on their part, and which should be adjusted to the comforts of the men as far as possible, and supper should not be served after the evening services. It is not a very exalting idea to think that you are speaking to a group of men who have not eaten anything all day and are only waiting for you to finish.

Religious teaching should be applied to the practical things, as applied to the men, rather than theoretical.

Religion can be broadened in its meaning to include recreation.

We have a periodical stunt night in our place. We urge the man who may have some musical ability or some dancing ability to remain there sometimes as long as 10 days or 2 weeks in order to give entertainment on this stunt night.

The weakness of the present transient relief is, as I see it, the inability of a man to cease wandering if he desires to do it. There is some excuse for the institutions, because their facilities are limited. If you keep a man one night and then the next day is a stormy day, we do try to be liberal on bad days and not put them out on the road when it is raining and they will get wet. If you keep a man one night and the next day is stormy you have that crowd and the crowd which has been forced out of other shelters and other cities at your door that night also, and if a storm lasts 2 days and covers 3 nights, men must sleep on the floor. If we did not have some kind of a rule, with the facilities available, we could not take care of these men and take them off the road. The community itself would have something to say about an institution which indiscriminately kept all comers as long as they wanted to remain.

When a man says he is tired of the road, if he has any talent that can be used on our staff, we try to use that talent and take the man off the road.

Another weakness of the present transient relief is that because of an inadequately trained staff we are not able to give these men individual treatment. You should be able to talk to those men. A good many men come in and are discouraged. If you had a man who understood men and liked them and saw the possibilities beneath the surface, a man who would sit down and mix with them and talk to them, you could break down the tension they are laboring under. You might be able to turn them back toward their homes and get at some of the great needs they have. Men do not get this kind of treatment many times. Men even hesitate to ask for a sheet of stationery and a stamp to write home, because they have been refused and told those things do not come under their relief.

We should be able to get away from the mass handling idea in our local institutions and individualize as far as possible.

Another weakness of transient relief is the dwindling of our funds in the face of increasing loads.

In a survey which I have made around our State it shows that while we have been asked to take care of 300 per cent more men, that the community chests have through necessity been compelled to rigidly repair budgets, and we are carrying on a greater volume of relief work with less funds than when times were good. We have very excellent cooperation in our city from community-chest officers, but budgets are held to a minimum through necessity. When you have prepared your budget and find you only get 66 per cent of your minimum, it puts you in a bad position.

We have been fortunate in our town through the sympathy and cooperation of tax institutions and we have taken over and are feeding and housing approximately 100 local men and we have been able to use that fund indiscriminately in caring for our transient men. We do not, as is sometimes done, feed one type of men one type of food and the transient another type. It adds to the discouraging of that man and makes him feel he is not wanted. We have been able to expend our funds to feed every man just alike. Our method has been to combine tax support with community chest support, although I might say this, our method of using the tax fund is very precarious. We are only able to do this because in the face of the emergency which existed in our own town we were able to get a banker to loan us money on tax warrants, which were raised by the selling of relief bonds, and the whole system was jeopardized, bonds placed for sale and no bidders. We succeeded in getting them sold, but there never was a time but what we, who hold all the way from $2,000 to $3,000 worth of those bonds, feel our work may break down any minute because no bidder may ask for those bonds in a county that is already bonded almost to its limit.

Insanitary lodgings is a criticism I would like to lodge against the general run of relief institutions.

The exploitation of transients' misfortune to gain funds, not always used as given, does not help the morale of men although it may get in funds.

Wherever possible, bread lines should be kept inside and not out before the public. It has a bad public effect.

I should like to mention also the fact that these men are subject to great inhumanity on the part of city officials. It makes one's blood boil to think of a boy 18 who comes in with his eyes bloodshot and black and blue and says that the railroad detectives beat him up, and that happens in a number of cases.

It is a very common thing in our institution to have at least one or two men who have been hurt in accidents, more or less seriously, on the railroads or on the highways. Occasionally a man is hit even when he is on the highway when he is observing the rule of walking on the left side of the road and three cars will try to pass coming behind him, and the man walking, facing traffic, thinks he is safe and two cars try to go around a truck at the same time, and the second one swings on the left side of the road and the man with his back turned is knocked down. We have had a case or two of unidentified transients being killed in that manner. Fortunately in one of these cases we were able to furnish identification.

Railroad accidents are becoming common. Just a few days ago a man came in with three fingers and his thumb broken on one hand when a box-car door slammed, and the doctor thought at first it would be necessary to amputate the entire hand, but finally fixed it up.

We have a 3-bed hospital ward which we maintain in our institution where, if a man is sick, he is taken care of. We also have a very good arrangement with the Catholic Hospital in our town and have had excellent cooperation with other religious groups, and so on. If a man has an acute appendix, we have no trouble in getting him an operation in various institutions. Doctors donate their services. While he is convalescent we take him in our own hospital until he is able to go on the road again.

There has been a marked increase of boys and men on the road since January 1—shown by the line in our graph—we prepare a daily graph of the men who come into us—this is partly due to a psychological reason, that many hundreds and thousands of men and boys who have been waiting for the turn of the year to start out looking for work.

Regarding the type of men who are on the road, this survey reveals that the cream of our American manhood and young manhood are on the road at the present time. The more enterprising men and boys are on the road and the more worthless stay at home and get local relief. Many boys leave home because that leaves more food at home for those who are at home.

It is useless to send these men and boys home in the majority of cases. From the psychological standpoint alone it has been proven men leave home because of unsatisfactory conditions, and if you send them back home at some expense and the conditions are the same, he will leave home again. If you can not get at the root of his trouble, you better make provision to have him stop where he is.

As a suggestion for any adequate plan of governmental relief for transients, that plan should in some way include using the trained personnel of agencies already operating as far as possible; that it should include the using of high type of men and boys on the road in its personnel, many of whom are looking for an opportunity to stop even for nothing. It is pitiful to find the number of men and boys willing to work on farms for their board and room and who eagerly seize every job of that kind offered to them.

Government participation in this should be in sympathetic cooperation with relief already being carried on by permanent institutions; that where it should be supplemental, it should be supervisory and should establish direct Federal control relief in situations where local relief is clearly not meeting the problem; that is, where it is possible to do so.

Such plan of adequate Government relief should include encouragement of the high-type station, elimination of the insanitary conditions which prevail sometimes and also should eliminate the exploitation of these men and should contain some kind of physical activity for them.

The CHAIRMAN. Thank you very much.

STATEMENT OF ERIC H. MARKS, CHAIRMAN WELFARE COUNCIL OF NEW YORK, NEW YORK CITY, N. Y.

The CHAIRMAN. Mr. Marks, please give your full name, address and position to the reporter for the record.

Mr. MARKS. My name is Eric H. Marks and I am chairman of the Welfare Council of New York, 122 East Twenty-second Street, New York City.

The CHAIRMAN. Please proceed in your own way, Mr. Marks.

Mr. MARKS. I should like to say at the outset that I am not a professional social worker and have become interested in this program purely from the viewpoint of a layman.

General Glassford testified at the beginning of this hearing that practically the only means that has been used at all to meet this problem so far has been the municipal lodging house, and to some extent the camp method.

A small group got together in New York about 15 months ago, concerned primarily with the habitual hobo type. We saw this type of person hanging around public parks, street corners and so forth. Occasionally they were rounded up and sent over to city prison and Welfare Island where they were kept for 5 or 10 days and turned back again, and the same man showed up exactly at the place he had been picked up. They have been a drain on the city treasury and nothing has been accomplished for them.

We felt there was some hope of rehabilitation among even that low type of men, and after some effort we succeeded in getting the city department of correction to establish a farm colony outside of the city. Instead of giving these men short sentences in the city prison they were sent up there.

The farm colony is an experiment. There are 50 men who have been there since last July. It has not accomplished a great deal as yet due primarily to the fact that the city magistrates find it so difficult these days to differentiate between the so-called hobo and vagrant and the temporarily unemployed and are naturally hesitant about incarcerating a man who has not actually done anything very seriously wrong. That camp, we believe, is going to expand gradually as the magistrates become educated to the fact that these men are not being committed to prison as they would normally be.

The farm is for what we consider the professional panhandler, hobo, and the bum. In the course of getting this farm started, we were overwhelmed with the problem of the unemployed, not the man who has done anything wrong.

We have found that it is a much more serious problem nowadays than it was with the old-fashioned type of tramp and hobo. We discovered in New York, as probably in other communities, that emphasis has been placed on the family problem rather than on the problem of the homeless individual. New York State is rendering assistance to the homeless type. Of course, the majority of the homeless receiving aid are being aided in the sense that they have been supported by public bounty within the borders of New York State two years or more and thereby are considered residents under the terms of the temporary emergency relief administration.

However, a great many of these men are also being handled by the municipal lodging house, and more through the central registration bureau which was established by the Welfare Council and other organizations.

The better types of men, the ones who are considered more readily adjustable, go to private agencies which feel that they can handle the problem. The less desirable men go to the lodging house. We felt that those men were eating and sleeping, being supported by the city, and did not see that anything was being accomplished toward their possible rehabilitation.

The average age at the municipal lodging house runs approximately 40 years. The men, generally speaking, are healthy. They are able to work. They have been out of work, a good many of them are in a depressed mental condition, but physically O. K.

We finally succeeded in getting the Temporary Emergency Relief Administration, of which Harry Hopkins is chairman, to allot us a sum of $10,000. We got the State Department of Conservation to pick a tract for us in Bear Mountain Park, which is about an hour from New York. We wanted to show them what we considered a model unit, what we thought could be done with these men at only a slight additional expense to the State.

In the middle of December, the original group of 32 men, picked practically at random out of the municipal lodging house in New York City, were sent up by trucks to Bear Mountain Park. We had to at first pick men who had some warm clothes. The thing was done rather quickly. We could not be fully prepared for it. We were very much interested to see the response. We had been told that the average man in the lodging house getting something for nothing was well pleased with that idea. We warned the men that conditions would be pretty primitive; we had no water connection at that time and did not know how the place would be heated. The building is used in the summertime for children financed by the Herald-Tribune fresh air fund.

There was almost a riot among those men to be allowed to go. They were to be paid $6 a week by the State and out of that they were to pay back roughly $3 for food and for overhead expenses.

We finally succeeded in eliminating the large number of applicants down to 32. They arrived on the coldest day of the year, on a day when there was a 9-inch snowfall, and there was no water connection. They carried the snow in in tubs and melted it for

their water, until the water connection was gotten through about four days later.

They constructed stoves in a very ingenious manner, using old gasoline drums and ran their smokestacks out of the window. They cleaned the place up and got the water in. They were being paid $6 a week to work two hours a day. Those first men worked voluntarily from 8 hours to 12 hours to get that place in shape.

Right after New Year's we were ready to send up the next batch and 175 more men went up. By that time word had come back to the lodging house that it was a pretty good place.

Now, I want to impress upon you mainly the fact that we did not pick what we would consider desirable men. We picked what we thought was a fair cross-section of the men among the homeless who do drift into the lodging house. The morale of those men under those conditions has been nothing short of astounding.

We were fortunate in getting a very capable man to take charge. The man in charge has had camp experience, he is himself drawn from the unemployed, and has created a real spirit of enthusiasm in that camp.

I would like to read one letter to show you the type of spirit that is up there, a letter from one of the men who wrote to his friend at the lodging house asking him to come up:

DEAR FRIEND FRED: I am writing you a few lines to let you know how we are getting along up here. Well, Fred, to begin with, we sure are in a very good place, with the best management I ever was in contact with for an outfit of this kind; everyone seems to know each other and get along very good all the time at work or otherwise, except one fellow we had fired out for not keeping clean and another who walked away with shows and all; some bum, I guess. We get up at 6 o'clock a. m., have breakfast; at 7.30 go to work. Stop at 11 a. m.; dinner at 12; start to work again at 1; work till 4 p. m. Half day Saturday; bed 10 p. m.

We have showers (6), hot-cold running water, radio, piano, reading, writing, and wash rooms; free soap, free socks, underwear, overshoes, pants, shirts, gloves, everything is free, and I want to tell you the meals are above the coffee-pot style because they are cooked good and plenty of it. Well, Fred, I hear they are going to keep us up here for a long while; I hope so anyway; you will not know me when you see me a month from now.

Among the original group of men, the average gain in weight the first two weeks was 5 pounds a man. The cost of feeding the men in the lodging house in New York, two meals a day, runs from 21 cents to 27 cents. The cost of the meals up there, with a much smaller group, has been, roughly, 30 cents a day. They are being fed a little more now than will be necessary later on as they were in an undernourished condition to such an extent that they could not be expected to do any work.

The work the men are doing is under the direction of the Palisades interstate authorities. They started off on their initial job by leveling off some meadows and fields which are being made over into an aviation field. They can be used for trail blazing, pruning trees, building roads, and so forth—work not competing with other labor because it is park department work and of course could not be done otherwise because the State could not afford to have it done.

We are trying not to allow ourselves to get too enthusiastic. To see this thing actually working and the way the men have reacted to it has been illuminating. The theory is working out better than we dreamed it possibly could.

We feel we have taken about the most sorry type of men we could get hold of and within a month's time those men have responded in every conceivable respect.

I went through the lodging house last week in New York and was rather surprised to see them using aluminum ware. We had, after many years' effort, succeeded several years ago in getting the department of correction to allow the use of crockery, but the breakage item was so large they went back to aluminum. Here are 200 men out of that same lodging house using crockery ware. They are proud of it and there has not been any breakage to speak of whatsoever.

The pictures I have here will give you an idea of the way that place is gotten up and some of the work the men are doing.

The men are surprisingly neat about themselves. Men come up there pretty raggedly dressed and of their own volition they will ask for thread and needles for the mending of their clothes. The other men object if somebody is not clean.

We have kept away very decidedly from the military idea. We are exceedingly anxious that this camp be considered and be justly considered as a model. We found any sort of military supervision completely unnecessary.

The men have organized themselves. They have elected a foreman from among their own group for the various duties around the camp-site. Of the 200, about 25 are used for maintaining the camp site and the balance are working in the park on improvements.

Most of the foremen have been elected out of the original 25 persons who went up.

One man I spoke to told me, after some conversation, he had not done a lick of work in 15 years. The lodging house manager confirmed that and said the man was known as a Bowery bum. He had been getting two meals a day and night lodging there for 15 years. That is the man who wrote the letter I have quoted. He told me he would never go back to the lodging house, that the food was not good enough, and besides he discovered it was not so bad working. This man broke a wrist cutting down a tree. He had not cut a tree for a long while and he proudly displayed his bandage from his elbow down to his fingers, but he worked with a rake, cleaning up, though he could easily have used his accident to get out of work.

We have felt no need for military training. The men are maintaining their own discipline and it has worked very successfully. Another very interesting thing, which was a source of great worry to the park authorities, was the attitude of the community. Most communities are not keen on having encampments and cantonments in their neighborhood, but the men are not allowed off the camp property. There is plenty of room to move around, and the local people have become so interested in this project they have sent up a group of doctors who have agreed among themselves to send a man to camp every day to see that the health conditions are proper. A local women's club has sent up reading matter and the like.

The camp has only been in operation a month, but the men are enthusiastic. Of course, the thrill may work off and there may be a hankering to get back to the big city. A lot of our problems are still ahead of us. But, we do feel this thing has run long enough to show us several things. First, these men are not hopelessly unemployable. We feel that this type of thing, when the present emergency is on the wane, can be a permanent help in handling the question of the unemployed men by giving them a chance to return to the communities they come from, having learned the habit of work, instead of being charges on the city's bounty.

Secondly, we feel that as far as the temporary unemployed is concerned, that it is a great deal better to pay the men to be self-respecting, even though the amount is not large. We are a great deal better off doing that than feeding and housing a man simply, and turning him out to go on, and be treated the same way in the next community he gets in.

We have already, out of 200 men, been forced to send back 2, because it was discovered after their arrival that they were not residents of New York State.

New York State is, we are told, pretty nearly at the limit of what it can do financially. The Temporary Emergency Relief Administration hope they will be able to continue this experiment. They hope, if they can only get funds some way, they will be able to expand the experiment. We feel that similar camps can operate successfully, not only in parks, but in industrial and farm communities throughout the country. We are swamped with requests for men to go to this camp. But, we can not have men running to New York City from all over the country.

Federal aid is going to be needed, but we think that Federal aid, instead of being given in the form of a handout or a dole, can be applied along lines as established here. We certainly hope when you gentlemen are in New York you will be able to see this camp. We think you will get a real thrill out of it.

Senator CUTTING. Have you read this bill?

Mr. MARKS. Yes; the greater part of it.

Senator CUTTING. You know the purpose of it is to provide Federal aid only for such projects as may be devised by the State and approved by a Federal board?

Mr. MARKS. Yes, sir.

Senator CUTTING. Under such a system, I suppose in New York you could provide camps of this same kind for transients?

Mr. MARKS. Yes, we could. We are hoping to be able to do so with the limited funds available. Mr. Hopkins tells us he thinks he can help us to take care of 1,000 men. When you figure there are over 15,000 homeless men in New York City alone every night, and we are taking 1,000 out of that list, you can see we are just beginning to make a dent in the whole problem.

We see no reason whatsoever why camps of this type can not be established far and wide. We do not believe in large concentration camps. We do not think you can do the same type of work with the men in large camps. We feel that frequently the expense of getting men up to those camps is out of line with the amount of good you can do with the money in other ways. But, if you have a large number of camps in various communities where a public improvement can be accomplished, it costs very little more than feeding and housing the men. The men are paying back a good part of the wages for their maintenance and are delighted to do it. These men are paid for 12 hours a week work in the park. They are working on an average of seven to eight hours a day, and no question has arisen as to

where the money is coming from, how much work they are doing, whether they should get more money or not. They are going out cheerfully and happily and are delighted.

The park authorities and the State police were quite nervous as to what might happen to these men when they first had a little money jingling in their pockets and thought there might be trouble then. We have provided that each man signs the pay roll each week and is credited with his $6, his $3 being deducted. He then receives a deposit slip. There is a small store in the camp where tobacco and other necessaries can be bought. These are charged against the man's account. He does not have actual cash in his possession until his time is up and for one reason or another he is going back to New York. Then he has at least some money that will tide him over the next emergency, but no actual cash is useful at all around the camp, and the men do not have it.

The CHAIRMAN. Thank you very much.

STATEMENT OF GEORGE KENNETH HOLLAND, EXECUTIVE SECRETARY OF THE INTERNATIONAL STUDENT SERVICE, NEW YORK CITY

The CHAIRMAN. Mr. Holland, please give your name, address and position to the reporter for the record.

Mr. HOLLAND. My name is George Kenneth Holland, and I am executive secretary of the International Student Service, 140 Nassau Street, New York City, N. Y. I have brought some pictures here of these German camps.

The CHAIRMAN. Have you made or studied the manner in which this problem has been handled abroad?

Mr. HOLLAND. I have, sir.

The CHAIRMAN. Will you please, in your own way, proceed to give us the benefit of that?

Mr. HOLLAND. Following the World War the youth of Central Europe were in a very serious state. Disillusioned by the war and its aftermath, left in many cases without sustenance, or jobs by which it could be gained; without the heavy military hand to restrain and guide them which their fathers had known, they went to the extremes. Many pledged allegiance to the red flag with the sickle and hammer. Others adopted the swastika of Hitler and joined the ranks of the brown shirts. Unlike young people in America, they took their political allegiances very seriously and often argued the points at variance between the different parties. One group heckled the other and riotous fighting sometimes resulted.

Gray heads of the old régime wagged and harked back to the days of Imperial Germany when compulsory military training was in vogue. They felt that the youth of the nation were deteriorating. Germany's most precious resource was being wasted. In spite of the fact that millions had been killed during the four long years of fighting there were not positions for over a million and a half youth. Bereft of her colonies, Germany could no longer have that safety valve for her excess population. Something had to be done, Many of the young people were undernourished from the war and needed healthful labor and wholesome food to build them up physically. The youth also needed to learn to cooperate for the rebuilding of the German Reich.

In 1925 in Upper Silesia, the senior members of the Jungmannschaft or Young Men's Society decided that the best way to help the postwar generation was to get them to work together on a common project.

They selected a public works type of project which took the youth out of the cities. The physical labor and wholesome food was to rebuild them physically, a recreation program was to help them in their social life, inspiring leadership was to build up their morale.

During this same year (1925) a group of students in Mesox, Switzerland, organized a similar camp to save a historical ruin of their small republic from destruction by floods. The venture was such a success that the National Union of Swiss Students adopted the idea and similar work is done each summer by students. They have extended their activities to helping the poor peasants in the high mountain valleys with their harvest of hay, regulating lesser streams, draining meadow land, and cleaning up after floods and avalanches. For this the students receive no pay. They go to these camps to help their fellow countrymen and enjoy the invigorating climate and life. International Student Service publicized these camps and others sprang up in Holland and Wales. The work they do varies with the country but the purpose remains the same. Further publicity by International Student Service will result in the establishment of camps this summer in Scotland, Belgium, Austria, and Czechoslovakia. But these camps are not of great concern to us for they have not taken care of many unemployed. Their members are for the most part from the universities. The German camps are important for our consideration.

After the first German camp in 1925 the idea spread rapidly. By 1931 some 30 camps had been organized which brought some 30,000 unemployed workers, peasants, and students together for the summer to work for general welfare and find that political and class distinctions were only artificial after all and that the youth of Germany had enough in common to be able to live in peace and cooperate in the building up of the Reich.

Up to the time of the first emergency decree of June 5, 1931, these voluntary-service camps were a private venture. That is, different universities, colleges, and sport associations sponsored the plan and provided the necessary money and equipment as well as the participants in these camps. Small villages and towns that had projects to be worked on paid for part of the equipment and for the food for these young people. But during these years, and particularly after the crisis of 1929, the unemployment problem of the youth became much more acute. The situation in Germany at that time is analogous to our own to-day. The private agencies were unable to cope with the problem. The burden was too great. The Federal Government then came forward and by two emergency decrees established the voluntary-service camps on a national basis.

The first decree was issued on June 5, 1931, and the second on July 23, 1931. (See Reichgesetzblatt, June 6, 1931, pt. 3, and July 23, 1931, pt. 1.) The emergency decree, however, which interests us most was made public on July 16, 1932. That decree provided for an appropriation of practically the same sum that you have in

your bill, Senator Cutting, about $14,000,000. That money was to be placed at the disposal of the director of the Federal unemployment bureau to be handled by the Federal agency, which is first the central bureau, second the 13 branch bureaus in the States, and finally the 363 bureaus in the local districts. The local labor bureau usually sponsors the project, recruits the workers, selects the leader, and in general looks after it.

In that decree it also stated that the work should be designed to promote the general welfare; that it should be of a type that could not be done in any other way and finally, that it should not take work from those already employed.

These camps then were established in different parts of Germany to do work such as the regulation of lesser streams and flood control. In eastern Prussia they have done a good deal of work draining marshes and they hope to move some of the people from industrial west Germany to agricultural east where the conditions are such that they could take care of them better. Near some of the large cities the service camps have made gardens for the poor of the city on the outskirts where cheap land is available.

In the camp where I worked in Schleswig-Holstein, we were draining the land on which there was a good stand of timber. It was felt the conditions in that district would be better from a health standpoint, and also that the stand of timber would be of finer quality if the land were drained. In that camp they were working on two projects. The other project was regulation of a lesser stream. We went to our work on bicycles, leaving them in an old barn where we got our tools. We then marched singing to the forest. We never went any place without marching and we never marched any place without singing.

We worked only in the mornings, that is, we started about 6 o'clock and worked until about 1 o'clock.

Upon arising in the morning we had setting-up exercises. After just a snack to eat we went out to the job. At about 9 o'clock they brought out the regular breakfast, and we had about half an hour to rest and eat. Afterwards we went back into the forest and worked until about 1 o'clock. We then returned to the camp for lunch with our work done for the day. In the afternoons recreational programs were arranged in which we were expected to take part. They had groups discussing political problems, the situation of the students in Germany, what part they should play in political life and, in fact, any subject that was of interest to the students. They had organized singing and in some camps they do fairly good dramatic work. The recreational program in the afternoons is one of the most important features of these camps.

It is felt by the leaders that the young unemployed needs to have a social life created for him. After weeks, months, and even years of fruitless search for work, without money or an opportunity for social intercourse, he needs recreation of this type. And they responded beautifully to the work of the leaders. One could walk into a camp and classify the people according to the length of time they had spent there. Those who had recently come were still reserved, quite, ashamed of their state. They had the broken look that comes to a man when he feels that there is not room for him in the world—that he is not wanted. Even at mealtime he did not enter into the spirit

of the group. But then as the weeks passed he began to regain self-respect along with a more rugged aspect and soon he was laughing and joking with his companions. The difference was truly remarkable.

The CHAIRMAN. Was that largely in the hands of people who were in the camps, or was it directed by others who were in charge?

Mr. HOLLAND. It was largely in the hands of those who were in the camp. For every camp they have a director, who is more mature and has qualities of leadership. The camps usually contain about 100. They try to have 30 students and about 70 from the peasant and unemployed class. They use any talent in the group. The leader is selected by the sponsoring organization as one who can command the respect of the young people. He is not paid in most cases. If he is he only gets about $12 to $14.

The CHAIRMAN. How is discipline maintained?

Mr. HOLLAND. That is maintained for the most part by a system of self-government. I found it excellent.

Of course, the leader must be a man who can command the respect of the people in the camp. They usually organize them into groups; according to how they are housed in many cases. If there are four or five barracks, they are divided up into four or five groups.

They sign up in a camp for a period of at least three weeks. If they leave within that time, they forfeit the right to the dole. The camps are so attractive, though, that they seldom have a youth leave before he has filled his contract. In appropriating the money in the emergency decree of July 16, 1932, the German Government allocated 2 marks (about 47 cents) per person per working day or about $2.82 per week. Besides this regular appropriation the camps are given considerable army equipment. The original $14,000,000 expended at the above rate on 200,000 youth (they had had as many as 279,000 in the camps by November, 1932) would support them for about 125 working days or 20 weeks. As a matter of fact the unemployed can sign up for a period of 20 weeks in one year. If the project on which they are working is of especial importance to the district, they may get allocations for another period of 20 weeks. In many cases the better workers are allowed to stay on in the camps by contributions from universities, colleges, wealthy individuals and so forth.

There are three types of camps. In the first camp the young people come there and work but go home to eat and sleep. In that particular case the 47 cents goes directly to the person taking part in that camp.

In the second type the young people work and have their meals in the camp. They get about 1 mark (23 cents).

Finally, there is the "closed camp," where the students and the unemployed stay all the time. The German Government favors the latter type and hopes to make them all that kind. In the last case they receive only about 8 or 9 cents; that is, anything that is left over after the food and the housing and so on has been paid for.

The CHAIRMAN. What sort of food are they able to provide?

Mr. HOLLAND. The food is plain but wholesome. I found it very satisfactory. No limit is placed on the amount one can eat.

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The CHAIRMAN. Do you think the type of camps in Germany would be adaptable to the problem here?

Mr. HOLLAND. I do. I feel that we could establish camps along the same line. We will have to use some of our own ingenuity in handling the situation. In Germany they have utilized any housing facility they could find. I visited one housed in an old shoe factory, another in a hunting lodge, a third in a barracks which had been erected when the regular workmen were building a dam. The young people, in that particular case, were doing "clean-up work" and building trails and roads to this dam. The one in Schleswig Holstein was housed in what we would call a summer youth camp.

Senator CUTTING. How many camps are there now in Germany?

Mr. HOLLAND. There are between 2,000 and 3,000. They have started 6,000 projects of work.

The CHAIRMAN. What is the population of those camps, approximately?

Mr. HOLLAND. Approximately, at the present time, they have between 80,000 and 90,000. Last summer the number was as high as 200,000. Up to 1932, 32,000 young people had taken part in these camps. Then after the emergency decree allocated the $14,000,000, the number increased very rapidly. About 30,000 were added to the camps a month and by November, 1932, over 270,000 had taken part in the camps. The camps have become very popular and they estimate that if funds were available they could easily find 400,000 volunteers. They call these voluntary-service camps because the young people come of their own volition.

The CHAIRMAN. Do you think it is important that it should be on a voluntary basis?

Mr. HOLLAND. I do. I feel that it would be more successful if on a voluntary basis. I think we could make them so attractive they would be glad to come and glad to stay.

The CHAIRMAN. Do you feel that it is important to give the boys in these camps a feeling that they are participating in creating the camp and in carrying on the work and the discipline and running it generally?

Mr. HOLLAND. I do, very decidedly. I also feel they should be made to understand that they are rendering service to the United States, that is, they are doing a kind of public work that is needed. They should be given credit for it, too. I think we will have to appeal to their imaginations.

We will have to appeal to their imagination, as Theodore Roosevelt did to the men working on the Panama Canal. The work on the excavation was lagging. Roosevelt went to the Canal Zone, obtained some of the metal from the machines with which the French had failed, had a noted artist design a medal, and then promised such a reward to the groups of men doing the best work. The raising of the morale of the men was immediate and very evident.

I don't believe it will be difficult to find sufficient work for the transients which would promote the general welfare. In a recent news release of Secretary Hyde, of the Department of Agriculture, he stated that there was one month's work for 2,000,000 on the national forests. There are also the State and municipal forests on which work could be done. The backward areas of Kentucky and other States might be brought into contact with current life by building roads and trails. In Wales groups of young people have converted coal dumps into playing fields and gardens. In Holland bicycle paths and roads have been built in poor areas. Similar work could be done here in the United States. There are endless possibilities in this field. It will be necessary, however, to guard against exploitation of this cheap labor by selfish individuals. Work should be for public benefit.

At the present time there can be no doubt as to the success of these camps in meeting the problem of unemployed German youth. A movement that began as a purely local affair now has governmental backing and touches the lives of hundreds of thousands of people. Communists and radical socialists criticize the plan because they say it exploits labor. But their objections are not very serious. Followers of Hitler criticize it because they say it preaches the political doctrines of the governmental party in power. They realize the movement is undermining their control of the youth in Germany. Criticisms from these two extreme groups are recommendations for the camps. The future of the camps is assured. There is even talk of making them into popular universities where manual labor and the pursuit of knowledge would be carried on simultaneously.

I believe that camps of this kind, backed by the Federal Government, should be established here in the United States to take care of our thousands of unemployed young people. I believe that the Cutting bill provides adequate machinery. From the testimony of representatives of charity it is obvious that those organiations can not be expected to handle this serious problem alone. Furthermore, I believe that it will take the prestige of the National Government to appeal to these young wanderers and get them to enroll in voluntary service camps. Publicity should be sent out from the Federal or State Government emphasizing that there is work to be done for Uncle Sam. Some of these young fellows have only their pride left and that must be preserved at all costs.

In dealing with this group of transients care must be taken to treat them as mature individuals. Wandering over the United States has given them experience that has raised them out of the "boy" class. Above all they must be treated in a friendly, unpatronizing fashion. The leaders of the camps must be men of rare qualities, carefully chosen. They must study and treat the fellows as individuals. For this reason I feel that a nonmilitary camp will best solve the problem.

In conclusion, I feel that camps established here in the United States would meet the problem of the transient minor by—

First. Stopping their wanderings in search of the nonexistent job.

Second. Taking the young people out of the cities and "jungles" with their unwholesome influences.

Third. Placing them in an environment which is healthy from a physical, mental, and moral standpoint.

Fourth. Giving them some worth-while work to do. They want work and need it to occupy their time and use up their energies.

Fifth. Taking care of the transient without developing a dole system such as exists in England in which people come to feel that the Government owes them a living and requires no work in return.

Sixth. Concentrating this group of society in areas so it will be possible to study their needs and, if necessary, give them vocational training and guidance.

Seventh. Finally, rebuilding these young people and preventing the deterioration of our most precious national resource.

The CHAIRMAN. Have you made any study of the problem in this country?

Mr. HOLLAND. Just as much as I have been able to since I came back from Europe. I have only been back about a month. I have talked to a good many people that have been on the road.

The CHAIRMAN. And as a result of your contact with these boys or young men who were on the road you are confirmed in your opinion that camps of this type, which you saw in Germany, would be an important part of, or could be made an important part of, the program in this country?

Mr. HOLLAND. I am.

The CHAIRMAN. Thank you very much.

Senator CUTTING. Mr. Chairman, before we recess, I have a letter here from the adjutant of the Volunteers of America at Phoenix, Ariz., one from Mr. J. W. Strode, of Phoenix, Ariz., and another one from the president of the California Probation Officers Association, which I think ought to be in the record as showing the feeling in the West and Southwest.

The CHAIRMAN. They may be incorporated in the record at this point.

(The documents referred to are here printed in full as follows:)

THE VOLUNTEERS OF AMERICA,
Phoenix, Ariz., January 20, 1933.

Senator ROBERT M. LA FOLLETTE, JR.,
United States Senate, Washington, D. C.

MY DEAR SENATOR: I can not express my appreciation of your kind invitation to present the transient-men problem before the subcommittee of the Senate. I am very much disappointed because of my failure to secure traveling expenses, as I feel that this problem in our State has reached such vast proportions that it is no longer a community or State problem but must be placed before the Government officials that they might better realize what a drain it is on a State that is having difficulty in caring for their own people.

Inclosed are some reports which I hope will give you a picture of the problem here.

With every good wish for your success.

Respectfully,

MAYME BAIRD, *Adjutant.*

Men and boys cared for from November 1, 1932, to January 16, 1933, inclusive

	Under 21 years	Over 21 years	Colored	Total
Nov. 1 to 28, inclusive:				
Number of men	419	1,562	200	2,181
Meals	3,171	4,349	261	7,781
Lodgings	1,063	1,367	19	2,449
Baths	1,025	1,319	-------	2,344
Shaves	146	295	-------	441
Haircuts	129	262	-------	391
Stationery	49	24	-------	73
Medical aid	182	159	-------	341
Employment secured	18	7	-------	25
Clothing given	1	3	-------	4

Men and boys cared for from November 1, 1932, to January 16, 1933, inclusive—Continued

	Under 21 years	Over 21 years	Colored	Total
Nov. 29 to Jan. 2, 1933:				
Number of men	519	2,119	394	3,032
Meals	6,371	6,964	664	13,999
Lodgings	2,322	2,199	192	4,713
Baths	2,325	2,153	-------	4,478
Shaves	824	645	-------	1,469
Haircuts	309	462	-------	771
Stationery	270	118	-------	388
Medical aid	756	325	-------	1,081
Clothing given	4	-------	-------	4
Employment secured	52	1	-------	53
Jan. 3 to 16, 1933, inclusive:				
Number of men	222	945	142	1,309
Meals	2,361	3,359	327	6,047
Lodgings	883	1,053	60	1,996
Baths	883	1,053	-------	1,936
Shaves	112	241	-------	353
Haircuts	79	206	-------	285
Stationery	21	23	-------	44
Medical aid	193	126	-------	319
Employment secured	3	2	-------	5
Grand total:				
Number of men	1,160	4,626	736	6,522
Meals	11,903	14,672	1,252	27,827
Lodgings	4,268	4,619	271	9,158
Baths	4,233	4,525	-------	8,758
Shaves	1,082	1,181	-------	2,263
Haircuts	517	930	-------	1,447
Stationery	340	165	-------	505
Medical aid	1,131	610	-------	1,741
Clothing	5	3	-------	8
Employment secured	73	10	-------	83

Weekly average in November, 535; in December, 606; in January, 654.

STATISTICAL REPORT ON 1,140 BOYS UNDER 21 YEARS OF AGE APPLYING FOR AID FROM NOVEMBER 1, 1932, TO JANUARY 16, 1933

The first of these statistics show the reason for the boys leaving home. For convenience we have numbered the various reasons. Key to this report is as follows:

1. This group of 408 boys (35+ per cent) left home in search of employment.

1A. This group of 44 boys (4— per cent) left home because they had a definite job in view in some other State. This work did not last long. They did not return to their homes because there was no work there.

1B. This group of 35 boys (3+ per cent) left home with work in view which did not materialize.

2. This group of 9 boys (1— per cent) left home because their parents found it difficult to get along financially; they could not find work.

2A. This group of 13 boys (1+ per cent) left home because they were one of the oldest members of their family; felt that they were taking food and clothing from younger members of the family.

2B. This group of 60 boys (5+ per cent) left home because parents were unemployed and unable to provide for them; the boys could not get work.

3. This group of 18 boys (2— per cent) left home because of broken homes.

4. This group of 34 boys (3 per cent) left home because they were unable to get along with their parents.

5. This group of 309 boys (27 per cent) left home because they were dissatisfied, not being employed.

6. This group of 127 boys (11 per cent) left home because their parents could not provide. They were on their way to some relative who could help them.

7. This group of 76 boys (7— per cent) said they had no home and were unable to find employment.

8. This group of 7 boys (1— per cent) are health seekers.

The second division shows their education. We have made three sections—grade school, high school, and entered college.

State	Reason for leaving home													Education			
	1	1A	1B	2	2A	2B	3	4	5	6	7	8	Total	Grade	High school	College	Total
Alabama	7								2	4	2		15	8	6	1	15
Arizona	5	1	2		1	2		2	3	2			18	10	8		18
Arkansas	5	4		1		1			2				13	7	5	1	13
California	9	6	4	1	1	4	2	7	28	10	4		106	21	84	1	106
Colorado	5	1		1		1		1	8	3	2		22	7	15		22
Connecticut	4								8		2		14	9	5		14
Delaware									1				1		1		1
District of Columbia	3												4	1	3		4
Florida	1					2	1	1	1	2	1	1	10	3	6	1	10
Georgia	4		2	1					5	1			13	5	8		13
Idaho	2								1				3	1	1	1	3
Illinois	27	3	2		1	6			16	9	4	1	69	24	41	4	69
Indiana	7	1	2	1	1	1	1	3	5	5	2		29	14	15		29
Iowa	8	1				1		1	4	2	3	1	21	8	13		21
Kansas	8	1	1				2		4	5	2	1	24	10	13	1	24
Kentucky	8	1	2	2		2		1	3	3	2		24	14	8	2	24
Louisiana	1		1						2	1	1		6	4	2		6
Maine	3					1							4	2	2		4
Minnesota	9				1	1			10	3	2		26	6	19	1	26
Maryland									1	1			2		2		2
Massachusetts	7	1	1						7	1	1		18	7	11		18
Missouri	15	2			1	6		1	17	4	5		51	25	23	3	51
Michigan	19	1	1	1		3	4	2	19	9	3		62	18	43	1	62
Mississippi	4										1		5	3	2		5
Montana	2						1		1	3	1		8	5	3		8
Nebraska	4		2						3	2	2		13	2	10	1	13
Nevada								1					1		1		1
New Jersey	12					3		1	10		2		28	16	12		28
New Hampshire										1			1		1		1
New Mexico	3				1				1	2	1		8	7	1		8
New York	24	3	2		3	2	2	1	27	8	6	1	79	32	47		79
North Carolina	5							2	4	1			12	10	2		12
North Dakota	2					1			1	2	1		7	3	4		7
Ohio	24		2		1	2	1		15	6	3		54	18	36		54
Oklahoma	31	4	1		1	1		1	17	10	2		68	31	36	1	68
Oregon	14	1				4	1		5	3			28	9	18	1	28
Pennsylvania	26		3			4		4	21	6	1		71	31	40		71
Rhode Island	1					1			1	2			5	3	2		5
South Carolina	3					1			3		1		8	6	2		8
South Dakota	3								1				4	1	3		4
Texas	31	6	5	1	1	7	3	2	21	7	4	1	89	47	41	1	8
Tennessee	9	1	1			1		1	7	4	2		26	13	13		26
Utah	5	1							2				8	3	4	1	8
Vermont																	
Virginia	3	1						1	1				6	5	1		6
Washington	6					1		1	5	1	3		17	4	13		17
Wisconsin	4	2				1			9	3	2		21	10	11		21
Wyoming	3	1							2		1		7	2	5		7
West Virginia	4	1	1						1	1	2		10	4	6		10
Alaska									1				1	1			1
Total	408	44	35	9	13	60	18	34	309	127	76	7	1,140	648	470	22	1,140

PHOENIX, ARIZ., *January 20, 1933.*

Senator ROBERT M. LA FOLLETTE, Jr.,
Senate Office Building, Washington, D. C.

DEAR SENATOR LA FOLLETTE: * * * As secretary to former Gov. George W. P. Hunt, of Arizona, I had considerable experience in administering the governor's unemployment relief fund and the Reconstruction Finance Corporation relief funds in our State. Under the governor's unemployment relief movement the funds were raised by donations of one day's pay per month from State employees within the jurisdiction of the executive office. The governor raised and distributed over $60,000 in this way for the relief of unemployed citizens of our State. The benefits of this fund were limited to citizens of Arizona.

From the 1st of October to December 31, 1932, the governor's office administered approximately $380,000 of Reconstruction Finance Corporation relief funds in Arizona. This money was apportioned among the 14 counties of the State and was supervised by a State committee of five. I was secretary and the active administrative agent.

Under the requirements of the Reconstruction Finance Corporation, each county was obliged to pay some attention to transient relief from their respective apportionments of the Reconstruction Finance Corporation relief funds. In a few cities where the transient problem is particularly serious additional allotments were made from the Reconstruction Finance Corporation funds for assistance in handling the transients. The Reconstruction Finance Corporation funds were supplementary to local relief funds, such as community chest moneys, and so forth.

This assistance, because of the inadequacy of the funds, has been limited to furnishing transients with one or two meals, and, in some cases, a night's lodging and facilities for bathing, laundering, shaving, and hair cutting.

A fair average of the number of transients fed one or two meals at these several focal points in Arizona is probably 250 per day.

Except in those cities where this money has been especially appropriated for transient relief it is the tendency of the local relief administrations to conserve their funds for the aid of permanent residents and to give the minimum of assistance to transients. The relief funds available are inadequate to meet the local needs, and it is to be expected that, where this is the case, there will be discrimination against the transients. It is a prevalent attitude of mind that the first duty of the local relief committees is to care for the permanent residens and that the transient problem is one for the Federal Government to handle.

Any satisfactory solution of the transient situation, therefore, would seem to involve a Federal appropriation specifically for that purpose and limited to such use.

Even where special appropriations of Reconstruction Finance Corporation funds have been made to communities to aid in feeding the transients, the limited amounts available permit of nothing which approaches a permanent, or even semipermanent solution. The transient is given one or two meals and is advised that he can expect no more. For the next meal he must move on to another "soup kitchen" in another city or else resort to "panhandling" in the communities. This occurs to a very large degree in the city of Phoenix where I live. One can scarcely walk a block without being solicited by transients for money with which to buy food. When they are advised to go to the Volunteers of America, which operates the "soup kitchen" in this city, the usual reply is that the supplicant has already received two meals from the Volunteers of America and can not obtain any more. This is no criticism of the administration of the "soup kitchen" by the Volunteers of America here. They have a model place of its kind. With the limited funds available they can not undertake the permanent feeding and lodging of transients who flow in at an average of 250 per day

As you are doubtless aware we have a heavy drift of transients into and through Arizona during the winter months. They are attracted by the mild climate of this and adjoining States. The Southern Railroad and transcontinental highway routes carry most of the transient indigent travel in the winter. The relief load is too great for the State or the communities to carry. This is particularly true at this time when local needs for relief exceed the ability to meet them.

A total of 55,723 persons were given relief from Reconstruction Finance Corporation funds in Arizona during the months of October, November, and December, 1932. This means that, in general, this number of families were cared for, as the policy of the county administrations was to give preference to persons with dependents and in no case to extend relief to more than one person in a family group. This preference to family men permitted comparatively little relief to be extended to single persons, either residents or transients.

There is a strongly crystallized sentiment in our State that additional Federal funds should be made available for transients. The people of this State do not believe that their future Federal aid for highways should be diminished because of relief which has been extended to transients from other States.

Our problem of handling the local unemployment situation has been intensified and increased by the closing down of our copper mines, which previously have been our greatest employers of labor.

I repeat that the present set-up of local relief and Reconstruction Finance Corporation relief does not offer any real or permanent solution of the transient unemployed problem. The temporary relief extended, while helpful and necessary, results merely in passing on the transient to other States and communities, where the process must be repeated.

There is considerable merit in the plan carried out by California last winter, where transients were given subsistence in encampments in the State forests in exchange for labor on roads, trails, and fire guards. Any Federal plan should go further and provide a small wage, from which they would have to purchase their clothing and tobacco, the Federal Government to provide food, quarters, and lodging.

The transients should be required to render a reasoonable day's work for the assistance received. Neither the Federal nor State Governments have any obligation to relieve an able-bodied person who is not willing to work.

Our experience in administering the governor's unemployment relief fund and the Reconstruction Finance Comporation funds has convinced both Governor Hunt and myself that the dole system should be avoided wherever possible and that relief should be earned by labor on worth-while public projects. It is very important and desirable that the morale and self-respect of the needy be maintained, in so far as possible. This can not be achieved under the dole system. It can be attained to a considerable extent if the recipients are permitted and required to earn the relief.

In designating work projects the States and their subdivisions should be consulted, but such selections should be subject to approval by competent higher authority. In Arizona the best projects would be highway improvements. We have a very large area, with a limited population and comparatively small taxable valuations. Of our total area of lands in Arizona 44.5 per cent are included in Federal reservations. When the public lands are added, the Federal Government is found to be the proprietor of 63.5 per cent of our State's area. This includes our most valuable lands and they are, of course, not subject to State or county taxes. Therefore, the problem of providing adequate highways is always serious with us.

The Federal Government has a definite obligation to build and improve roads over its lands. Transients should be permitted to work on Federal-aid highways, which is not the case under the present Reconstruction Finance Corporation regulations. If they work on county roads or city streets, the local authorities should be required to provide all materials, tools, equipment, and supervision. If projects are on the Federal-aid system of highways, the Federal aid should be extended for participation in the cost of materials and supervision to the same extent that it would be available for the particular project under the regular apportionments to the State or Federal-aid funds for highway purposes.

A plan has been proposed whereby a camp would be established in Arizona for transients, where they would be occupied in raising winter vegetables. A site is available where agricultural land, buildings, and water for irrigation can be obtained without cost. However, the winter is so far advanced that it is doubtful if such a camp can now be established with any practical benefit. Besides, we have already an overproduction of vegetables and other agricultural products, which are selling at prices under the cost of production. Such an establishment would only increase the present glut of farm products on the markets. We need more consumers rather than producers of farm and garden products.

I am not definitely committed to any vocational-training program in connection with transient employment, although I am not opposed to it. The thing to be desired now is to give these transients employment where they can sustain life and earn a small wage. When times are better this relief would be discontinued and natural forces would take care of the situation.

The desperate condition of the transients is a constant menace to residents of those communities where they concentrate. Crimes of burglary, petty thievery, safe breaking, pilfering, and house robbery have increased in these communities and are directly attributable to the presence of large numbers of indigent transients. In some of our towns and cities which are division points on main lines of railroads the "back-door moochers" have become such a nuisance and menace that business men do not feel it safe to leave their women folk unprotected while they are away at work.

The amount of money which each State would be entitled to receive under the proposed legislation should be determined by an intelligent survey of the needs by competent persons, rather than through distribution on a basis of population or other fixed standard.

In conclusion, I desire to state that in my opinion the condition of the transient unemployed constitutes a serious and menacing problem and that legislation along the lines proposed in the Cutting bill, as I understand it, is very essential at this time.

Very sincerely yours,

J. W. STRODE.

CALIFORNIA PROBATION OFFICERS' ASSOCIATION,
San Jose, Calif., January 19, 1933.

Senator ROBERT M. LA FOLLETTE, Jr.,
United States Senate, Washington, D. C.

MY DEAR SENATOR LA FOLLETTE: It is with a great deal of regret that I find it impossible to attend the hearing on the Cutting bill before which you so kindly asked me to appear in your telegram of January 13.

I feel that our position in California is so fully understood by the representatives of the Children's Bureau in Washington that the facts will be brought before the committee as completely as if the probation officers of California were personally represented.

At a meeting of the legislative committee of the California Probation Officers' Association, held in San Francisco on January 18, a resolution was adopted favoring the passage of the Cutting bill and placing particular emphasis upon its value in meeting the problem of the itinerant boy. This is, naturally, the chief concern and interest of the probation officers, as any legal steps which might be taken in the detention and adjustment of the itinerant boy, must be made largely through the provisions of the juvenile probation law.

I have discussed at considerable length the advisability of such a measure as the Cutting bill with those in charge of the forestry camps of this State, and they are very much in favor of such Federal assistance. While the forestry camps are doing a splendid piece of work with a certain group of itinerant men, it can only be upon the basis of a national program that any steps can be taken to make a material decrease in the number of men and boys who are wandering aimlessly throughout the country. The forestry department particularly emphasized the problem of the juvenile itinerant and felt that the Cutting bill would make it possible to deal with the itinerant boy somewhat separately from the itinerant man.

It is quite natural that we in California should have more than our share in this problem, and while the State is spending a large sum of money in maintaining and operating camps, it is not in a position to organize any effort which will be directed toward decreasing the number of itinerant boys. It is obvious that this can only come through the cooperation of the various States and the creation of a national policy which will be accepted by the States.

No doubt you will have before your committee a complete statement of the findings of the railroad companies of the West concerning the number of men and boys who are traveling on the trains. Naturally, the first interest of the railroads is the protection of their own property and the property and lives for which they are responsible, but I am sure that they will cooperate in any program which has a definite social aspect.

I feel that I can express the attitude of social workers, educators, probation officers, and peace officers in saying that they request that the Committee on Manufactures act favorably upon the Cutting bill, and that it may become a part of the emergency relief and construction act of 1932 as proposed in the bill.

Again allow me to thank you for your invitation to appear before this committee, and to assure you that any assistance or information which the California Probation Officers' Association can give in the passage of constructive social legislation may be counted on.

Very truly yours,

MAX WATSON, *President.*

CINCINNATI, OHIO, *January 22, 1933.*

Senator ROBERT M. LA FOLLETTE,
Senate Office Building, Washington, D. C.:

Sorry can not attend hearing on Cutting bill. Object to Federal transient board as unnecessary administration and expense. Advocate use of present

or improved State relief and Reconstruction Finance Corporation administration. In my opinion appropriation for transient care necessary in supplement relief to States through Reconstruction Finance Corporation. Present State, local, and Reconstruction Finance Corporation funds insufficient for care of residents in need. Localities always reluctant to spend funds for nonresident and transient care. Vicious passing on policy forced on administrators by local taxpayers. Each State should ask definitely that portion of their request from Reconstruction Finance Corporation be provided from fund set up for care of transients to be expended for that purpose only.

FRED K. HOEHLER,
Director of Public Welfare, Cincinnati and Hamilton County, Ohio.

COUNTY OF HAMILTON,
DEPARTMENT OF PULIC WELFARE,
Cincinnati, Ohio, January 23, 1933.

Senator ROBERT M. LA FOLLETTE,
Senate Office Building, Washington, D. C.

DEAR SENATOR LA FOLLETTE: I inclose a copy of the telegram which I sent you yesterday.

It is my definite conviction that there must be some assistance for the care of the transient and nonresident group. We have found in Cincinnati a steady increase in the number of the higher type individual, such as the college man and the young boy under 21. Without additional funds, it is impossible to properly care for these people without pushing them farther down the scale of the social order.

We recently have opened a special shelter for boys. I attach a report which shows the number of boys lodged in that special shelter from January 6 to 13. There is equipment there for other boys as the number grows.

Personally, I should like to see the State handle this problem in a series of concentration camps under trained leadership of men who are experienced in work for boys and young men. This will be possible in practically every State in the Union beginning March or April and running through the late summer months. A program of work could be devised which would be both instructive and helpful to the community.

In Cincinnati the cost of caring for transients will run approximately $8,500 a month. This has increased from $2,000 per month which was the average of 1929. The new registration which comes to us now is nearly 60 per cent the better class of individual. The old transient type is gradually being replaced by college men and high-school graduates on the loose seeking employment in various communities or just drifting from place to place with the hope of somewhere locating permanently.

I know of no community that has a thoroughgoing program of rehabilitation because of the reluctance of every local organization to spend money for the care of nonresidents. When local communities ask for funds from the State or the Reconstruction Finance Corporation, the average citizen expects that all that money will be spent to maintain legal residents in the community. The difficulty is that even the amounts granted by the State and Reconstruction Finance Corporation, with local funds, are not sufficient to care for the needs of residents. Therefore, whatever is spent on transients and nonresidents must be taken from an inadequate relief allowance to residents of each community.

It is my opinion that some supplemental appropriation should be made for this specific purpose and granted to the States for that use alone. I feel, however, that the board authorized in the bill is unnecessary, inasmuch as the case of need will be presented through the State and the actual administration of the funds will be handled from the same source. One or two employees associated with the Reconstruction Finance Corporation who are familiar with this transient problem could, in my opinion, serve as effectively as the board.

I am sorry that I can not come to Washington for the hearing.

Very truly yours,

FRED K. HOEHLER,
Director Department of Public Welfare.

New registrations in Cincinnati

1932	Cincinnati residents	Cincinnati and Ohio residents	Ohio, excepting Cincinnati	Other States	Total
January		[1] 1,847		1,511	3,358
February		[1] 914		1,550	2,464
March	540		396	1,882	2,818
April	330		470	2,403	3,203
May	436		238	2,074	2,748
June	501		69	2,008	2,578
July	491		81	2,047	2,619
August	530		89	2,240	2,859
September	286		333	1,915	2,534
October	255		391	1,852	2,498
November	290		377	1,564	2,231
December		[1] 627		1,371	1,998
Total	3,659	[1] 3,388	2,444	22,417	31,908
Per cent	.112	.106	.076	.706	

[1] Division of Ohio and Cincinnati residents not made.

Cincinnati and Hamilton Counties

	Transient service	Hamilton County juvenile detention	Station X	Station 2	S. A. men's society	S. A. emergency
Food or lodging (men) Jan. 9, 10, 11	1,034	2	38	1	4	
Residents	774		18			
Nonresidents	260	2	40	1	4	
Men under 21	51	2				
Women and children, food or lodging Jan. 9, 10, 11	27					19
Residents	25					10
Nonresidents	2					9
Women under 21	2					4

Estimated number served Jan. 9, 10, 11.
Other agencies:
(*a*) Public agencies (lodging house, police shelter, etc.), 84; (*b*) private agencies (missions, Y. M., Travelers Aid, family agencies, Central Bureau, etc). Grand total, 1,145.

NOTE.—The above figures were tabulated January 9, 10, and 11 by the Transient Service Bureau for the National Council of Community Chest Agencies. These cover all places in Cincinnati sheltering transient and homeless people. They were submitted to the Trounstine Foundation and it is understood that along with those from other cities are to be used in connection with the Cutting bill.

Charles Street ("Y") Annex—Lodgings from Friday, the 6th, to Friday, the 13th—Boys and young men

Friday, 6th	15
Saturday, 7th	8
Sunday	16
Monday	14
Tuesday	30
Wednesday	27
Thursday	31
Friday	35
Total	176

INDUSTRIAL COMMISSION OF WISCONSIN,
Madison, January 24, 1933.

Hon. ROBERT M. LA FOLLETTE,
Senate Office Building, Washington, D. C.

DEAR SENATOR LA FOLLETTE: I am very sorry not to be able to attend the hearings on the Cutting bill. However, I should like to give the following

account of what Wisconsin is attempting to do in meeting the transient problem:

Two months ago we started a program to open up several homes for transients at strategic points throughout the State. Our motives were:

First, to provide better housing and food and medical service for transients.

Second, to keep as many men off the road as possible by having them stay an indefinite length of time at one of these transient depots instead of shoving them on at the end of 24 hours, as is the present practice.

Third, through personal and individual check-up see that those transients who have homes are influenced to go home.

Up to the present time we have five such homes in operation. In order to keep the work as decentralized as possible and make the local community feel some responsibility the homes are nominally under the local relief agency. We have been able to rent suitable buildings in each city for the equivalent of the taxes. A resident unemployed man is put in charge—the only paid person connected with the home. All the other work, such as cooking, cleaning, etc., is done by the transients themselves. Other work programs keep the men busy a few hours a day. We have been able to get an ample supply of Army cots and blankets from Camp Douglas so that our capital investment has been very little.

It is too early to draw any conclusions in regard to our transient program. We do know that hundreds of transients have been very grateful for the clean quarters, good food and the privilege of staying indefinitely. We intend to open up four or five additional homes within the next few weeks.

The great danger, of course, in one State starting such a program is that they may be overburdened with persons from other States. It would, therefore, be a great help to us if the neighboring States would start similar programs. This would be possible if such a Federal program as the Cutting bill suggests were put into effect.

Yours very truly,

FLORENCE PETERSON,
Supervisor of Unemployment Relief.

WASHINGTON, D. C., *January 25, 1933.*

Senator ROBERT M. LA FOLLETTE,
Washington, D. C.

DEAR SENATOR LA FOLLETTE: Unemployed veterans constitute the largest single group among the migratory unemployed to-day. Many of them have given a great deal of thought to the problem before your committee. In their behalf I have prepared a statement to be submitted at this hearing. I would greatly appreciate an early opportunity to present this statement. It is brief and to the point.

Respectfully yours,

GEORGE D. BRADY,
Chairman Veterans' National Liaison Committee.

STATEMENT OF GEORGE D. BRADY, CHAIRMAN VETERANS' NATIONAL LIAISON COMMITTEE, WITH HEADQUARTERS IN WASHINGTON, D. C.

The purpose of this organization is to unite veterans and veteran organizations in behalf of certain specific causes. The first of these causes is immediate relief for the unemployed, including nonveterans. This is my first reason for testifying here to-day.

The second reason is my deep interest in the bill before this committee. That interest goes back to the small conference out of which this proposed legislation grew. General Glassford was invited to this conference and an appeal was made to him to take charge of a nation-wide movement in behalf of the unemployed. His favorable response and active efforts resulted in this bill and these hearings.

I don't mean to imply that veterans wish to claim any particular credit or seek any special benefit in this matter. That first conference was arranged by a civilian whose antiwar and antimilitary position was known to us and whose interest was not in veterans as such, but rather a human interest in them as victims of unemployment.

Thirdly, I am here as one who has long faced and is still facing the destitution and helplessness with which this committee is concerned. I am familiar with freight trains and flop houses, hunger, and cold. For a long time I have had first-hand experience of what it means to be homeless, jobless, and penniless.

You have heard about us from officials of organizations dealing with us as a social problem. You are discussing what to do with us and for us. It would seem strange if some of us were not present to speak for ourselves, however poorly. No matter how benevolent your interest may be and how wise your plans, after all, your success depends fundamentally on the cooperation of those you are trying to help. Without this cooperation your machinery may break down. With it it will work smoothly, without friction, resentment, or revolt.

Those whom I represent want to see you succeed, even if they are not directly benefited. They want to see human misery relieved for others if not for themselves. They want to take part in this war against poverty and distress at home, many of them more than they wanted to share in the war abroad. We want to offer our cooperation. We want to do this now, in fairness to those who are sponsoring this measure. We wish to avoid placing them and ourselves in a position where we might not be able to give whole-hearted support to the plans adopted.

I believe we can cooperate in two ways at these hearings, by our testimony and our suggestions.

It would take many hours to present the testimony I would like to offer in the name of the great mass of unemployed veterans who prefer action by Congress to charity doles. It would be a testimony not of statistics but of terrible experiences, day after day and month after month. The most trying experience that has come to any large group of the unemployed was inflicted on thousands of law-abiding veterans here in the Nation's Capital, where they were driven out like dogs before bayonets, machine guns, sabers, tanks, and gas.

Driven by unemployment, eviction, and destitution they came as a last and hopeless resort to petition for the one form of relief they believed might possibly be granted. Individuals and organizations all over the country contributed funds for their support. They spent these funds in Washington. Their behavior while here and since has belied the charge of their being a burden or a menace. They were ex-service men, loyal to their country but in desperate need. On the day when some of them were killed, most of them gassed, and all of them evicted, pursued, and exiled from the District, the largest single contribution was made to the country's army of homeless and transient unemployed.

Their numbers, their conditions, and their state of mind have to be reckoned with in any scheme for handling the great problem before this committee. This is no challenge or threat, but a simple statement of fact. If I understand their situation and their state of mind as I think I do, then it is my duty to submit to this committee certain suggestions. I shall state them as briefly as possible. My desire is to be helpful. If I seem to be critical it is because the situation is so serious that mistaken steps may prove either disastrous or a waste of time any money.

The following suggestions are respectfully submitted for your best judgment:

1. It is important to create a right sort of public attitude toward the unemployed and their relief. The public should not be given the impression that the victims of unemployment are either mendicants or a menace, though they may be made so. A vast number of unemployed are not ignorant of the causes of their condition and increasing numbers are daily becoming more cognizant of the true reasons for their present plight. They know that they have helped to create the wealth which others have cornered or squandered. Many of us know that there were over 20,000 war-made millionaires who profiteered at our and the country's expense and then helped to wreck the country in the wild orgy of speculation that produced the present collapse of business. The unemployed veteran wants no crumbs from the tables of the wealthy. They want relief, not as a favor bestowed upon the unfortunate, but as some slight compensation for the security they gave others and that has since been taken from them.

2. For the sake of the country as well as the unemployed their self-respect and their cooperation should be a part of whatever relief plan is adopted. The relief camps should have a large measure of self-government and self-discipline.

3. The service rendered in this work should be largely, if not entirely, volunteer. There is not a position, from management and executive work to clerical tasks, that could not be ably filled by men from the ranks of the unemployed. This would have the added advantage of keeping down overhead.

4. The atmosphere of the camps and the attitude of those in charge is a very important element. The feeling of dependence as public wards should be erased and a sense of citizenship and independence generated. This could be cultivated by lectures, course of study, and in other ways, such as free and frank open forum discussions.

5. The camps should be relatively small, with a community of spirit, an easy division of responsibility and a better chance afforded for self-discipline and cooperation.

6. While trades should be taught, the camps should not become a training ground for low-wage workers to undermine organized labor. With 12,000,000 unemployed the labor market should not be further glutted with easy tools of unscrupulous employers and strike-breaking agencies. This is a very real and serious danger.

7. In every State where the camps are located there should be a strong advisory committee on which organized labor should be represented. The things produced by the men should be used by them and not placed in the market to compete with the labor of either farmers or industrial workers.

8. There should be a national advisory board composed of the ablest and highest type of men and women. At the head of this work should be a man of outstanding qualities of heart and mind and completely free from political bias and control.

9. It should be understood that this is an emergency undertaking and not a stop gap or substitute for the fundamental reforms that seem necessary in our economic system to-day.

Senator CUTTING. I also have a number of letters which were addressed to General Glassford. I have not had time to go over them, but I think there may be some of those letters which the General would like to put in the record, and I ask leave after going over them to have them incorporated in the record.

The CHAIRMAN. If you desire to put them in, they may be incorporated at the conclusion of General Glassford's testimony.

Senator CUTTING. Moreover, I have here a series of answers to a questionnaire which you sent out to the mayors of the cities in all parts of the country. They have been tabulated, and I think they give a more complete picture of what is being done in the different municipalities, or what is not being done in the different municipalities, than anything else I have seen. I think this tabulation ought certainly to be in the record as a very important part of the testimony.

The CHAIRMAN. Let it be inserted at the conclusion of the testimony this morning. I also have a telegram and a letter from Mr. Fred K. Hoehler, director of public welfare of Cincinnati; a letter from Miss Florence Peterson, supervisor of unemployment relief of the Industrial Commission of Wisconsin; and a statement by Mr. George Brady, of Washington, which I think should be inserted following the letters that Senator Cutting offered for the record. The committee will now stand adjourned subject to the call of the Chair.

(Whereupon, at 1.20 o'clock p. m., the subcommittee adjourned subject to the call of the Chair.)

DIGEST OF LETTERS RECEIVED FROM MAYORS

The following excerpts, arranged by States, showing local methods of dealing with the transient problem, are taken from letters received in response to a questionnaire sent to the mayors of all cities and towns in the United States, requesting information concerning

local unemployment-relief problems. The summary given here is based upon replies to the question, "How are you meeting the problem of the transient unemployed in need of relief?"

ALABAMA

Piedmont (3,668): Pass them on—occasionally give meals to worthy cases.
Dothan (16,046): Through the Salvation Army.
Ozark (3,103): One meal and one night's lodging.
Florala (2,580): Unable financially to handle.
Jasper (5,313): Small portion of food and send on.
Andalusia (5,154): Have none.
Prichard (4,580): Not meeting the problem at all.
Selma (18,012): One night's lodging, two meals, and insist they move on. Handled very inadequately.
Opp (2,918): Usually feed and transport to next city.
Gadsden (24,042): Through Salvation Army.
Union Springs (2,875): Give temporary relief on work basis, except with women when direct relief is given.
Atmore (3,035): Temporary relief while present.
Nine of these cities have an increase in their own unemployment problem over last year of from 75 to over 200 per cent. Three report no city appropriation at all to meet the problem.

ARIZONA

Nogales (6,006): Emergency relief only.
Bisbee (8,023): No serious problem, but recently increasing.
Nogales has an increase of over 100 per cent in unemployment over last year with only a 40 per cent increase in appropriation. Bisbee has no legal city appropriation for the care of their own unemployed.

ARKANSAS

Searcy (3,387): Met through Good Fellows fund.
Hope (6,008): Unable to meet the problem.
Texarkana (10,764): Only feeding them.
Dermott (2,942): Met with State funds.
Paragould (5,966): A meal and, if ill, possibly transportation home.
Stamps (2,705): With local funds.
McGehee (3,488): Sleep in city jail and city hall; get them out of town as soon as possible.
Pine Bluff (20,760): Put them to work and make use of flop house.
Wynne (3,505): Small amounts from community chest.
Crossett (2,811): Have few.
Mena (3,118): Very few helped.
Forrest City (4,594): Trying to pass up, as we have no funds.
Helena (8,316): Fairly well.
Arkadelphia (3,380): Pushing them on.
El Dorado (16,421): Trying to care for them through the Salvation Army.
De Queen (2,938): Impossible to care for; it is our hardest problem.
VanBuren (5,182): Not taking care of them.
Brinkley (3,046): Through the Reconstruction Finance Corporation.
Fort Smith (31,429): By the Salvation Army.
Some of these cities show an increase in unemployment over 1931 up to 600 per cent. Several state that their appropriation for care of the unemployed has been cut off due to delinquent taxes. A number have no appropriation for their own unemployed. One, Dermott, states that 90 per cent of the city will need help this winter.

CALIFORNIA

Maywood (6,794): No relief; can't take care of our citizens.
Long Beach (142,032): Single males slept and fed three days. Families given emergency relief and returned to original residence.
Los Gatos (3,168): Two meals; overnight lodging.

Piedmont (9,333): Have none.
San Mateo (13,444): City gives three meals and bed; repairs shoes, clothes, etc.
Auburn (2,661): Temporary relief only.
Red Bluff (3,517): Small amount of food and gasoline.
Needles (3,144): City can not handle them.
Porterville (5,303): Don't have to meet the problem.
Lompoc (2,845): Give necessary meal.
Fresno (52,513): Night's lodging and two meals in return for four hours work.
Tulare (6,207): Street cleaning and municipal wood yard work at 25 cents per hour which is paid in groceries.
Roseville (6,425): Send them on, as have no place to house them.
Coronado (5,425): State work camps.
Burlingame (13,270): The cities of Burlingame, San Mateo, and Hillsborough, with a combined popuulation of 32,000, all within a radius of 2½ miles. Jointly we have prepared a shelter with a service capacity of about 60. Our service consists of lodging in clean bunks and wholesome food. We require each man to take a bath and have all clothing fumigated; we also have a barber shop and shoe repairing equipment, both operated by capable itinerants, who are willing to remain for their food and bed; we also have a hospital service, local doctors donating their time, local druggists furnish the drugs gratis, local merchants donate the majority of the food, and local residents cast-off clothing. We allow only overnight service for all, except those who require medical treatment; each man must work at least two hours each day on the wood pile; the accumulating wood is given to the poor. I might say that our plan is working splendidly. Since opening the shelter we do not allow begging and can see a decided falling off in this respect.
Lynwood (7,323): No provision.
Gardena (15,969): No assistance given.
Banning (2,752): Meals, temporary lodging, and gasoline in exchange for work in city woodyard.
Redlands (14,177): State labor camps, forestry work.
Gilroy (3,502): One good meal and more if they work.
Pasadena (76,086): Minor factor.
Fullerton (10,860): 2 meals. 1 night's lodging in return for work. Kitchen and bunk house sponsored by American Legion.
Pomona (20,804): Work for meal and place to sleep, and move on.
San Gabriel (7,224): Welfare association gives temporary relief.
Ontario (13,583): Feed and pass them on.
Montebello (5,498): Through Salvation Army.
San Luis Obispo (8,276): 1 meal, bunk, good-by.
Huntington Beach (3,690): No plan.
Corona (7,018): Fed and housed where necessary in city hall basement, in exchange for wood-yard work.
Tracy (3,829): Have heavy transient problem. We are a terminal on the railroad. Trains stop here and unload the itinerants. Being satisfactorily handled with large wood yard. Any itinerant can get two days' supply of food for two hours' work. We use a large number of married men with families. Use large number of married men to cut this wood along the river. It is then hauled into the wood yard. These married men get $2 per day in food or rent. Each man allowed enough work each month to pay for what supplies he requires.
Hermosa Beach (4,796): No funds, although some relief probably given.
Merced (7,066): City assists the Salvation Army.
Claremont (2,719): Given chance to earn lodging and meals at wood yard or rock pile.
LaVerne (2,860): Police supervise woodpile on which transients given work in return for food and lodging.
Berkeley (82,109): Temporary shelter at Y. M. C. A. (community chest funds.)
Yuba City (3,605): 15-cent meal tickets.
San Rafael (8,022): Established shelter with lodging, meals, heat, and light in return for two hours' work; 2-day stop.
Dunsmuir (2,610): Unable to care for them.
Sunnyvale (3,094): Shelter only this year.
Redondo Beach (9,347): Not meeting the problem.
Chino (3,118): Getting them to San Bernardino County Welfare Committee.

The increase in unemployment in most of the cities is up to about 60 per cent, a few with 200 per cent. However, for instance, Long Beach this year can spend only $31,000 for this relief as against $468,000 in 1932. San Rafael, with no appropriation for the city, says that funds can not be raised privately to adequately handle the situation.

COLORADO

Only three cities have reported on the problem here. Denver reports that families are cared for by the community chest and transient men by missions. Montrose reports the problem negligible. Grand Junction reports the problem cared for by the Salvation Army and R. F. C. funds and says that the county supplies transportation to destination.

CONNECTICUT

New London (29,640): Price of meal and overnight shelter.
Naugatuck (14,000): No report.
Stratford (19,212): Through a grocery order charged to their home place.
Meriden (38,481): Through Salvation Army and charities' department.
Hartford (164,072): Shelter run jointly by city and community chest.
Derby (10,788): No relief given.

DELAWARE

Of the two cities reporting on this problem, Milford (3,700) has not had any transients and Dover (4,800) says it is not taking care of the transients.

FLORIDA

Fort Myers (9,000): Takes care of transients only in emergency sickness or where there are small children.
Clearwater (7,600): Bunked in barracks. Fed at jail. Often provided with expense money for return home.
Winter Haven (7,100): By special agencies financed by R. F. C.
Panama City (5,400): Food and sometimes transportation to point of destination.
New Smyrna (4,100): Sleep in jail but no food.
Pensacola (31,500): Salvation Army cares for as far as possible.
Gainesville (10,000): Give food and shelter and attempt to return to legal residence.
Hialeah (2,600): Have no way of caring. But surely Federal Government should do something. I could tell of some tragic cases.
Apalachicola (3,100): Supply food for a day and move on. In some cases furnish transportation to friends.
Arcadie (4,000): Work in wood yard; most do not want to work.
West Palm Beach (26,600): Through the Salvation Army.
Bradenton (5,900): Lodging for night and move on.
Fort Pierce (4,800): Not trying to meet the problem.
Fernandina (3,000): Where necessary paying transportation back home.
Lake Wales (3,400): Some food and transportation:
Increase in unemployment over 1931 runs from 75 per cent (few lower) up to 1,100 per cent. Some cities reporting no increase in appropriation, or no appropriation at all for unemployment relief.

GEORGIA

Moultrie (8,000): Feed and send out of town.
Brunswick (14,000): They usually work for food and lodging.
Hapeville (4,200): Probably give a meal and send them on their way.
Atlanta (270,000): Salvation Army cares for lone men and boys and Travelers Aid for families.
Dawson (3,800): A committee investigates—usually feeds and furnishes transportation to next town.

156557—33——13

Thomasville (11,700): Immediate relief such as food—furnish enough gas to get out of county.
Rockmart (3,200): Through the Red Cross.
Marietta (7,600): Sufficient aid to move on.
LaGrange (20,000): Through the Salvation Army.
Vidalia (3,500): They call from house to house for food.

IDAHO

Emmett (2,700): Not much troubled, a good meal and start them off again.
Boise City (21,500): Lodging 2 nights, meals at Salvation Army 2 days and they do temporary work in exchange.
Burley (3,800): Employment from local funds is possible to get them home.
Weisler (2,700): Each man one night's lodging and one meal.
Twin Falls (8,700): Have a building where we have equipped 25 bunks for sleeping quarters for transients. Also a fully equipped kitchen and furnish sleeping quarters and two hot meals a day. Meals substantial and a man can have all he wants. Care for them not to exceed three days when they move on to some other community.

ILLINOIS

Lansing (3,300): Can't care for them. Extreme emergency paid out of village miscellaneous fund.
Pinckneyville (3,000): Doing nothing.
Vandalia (4,300): City gives some gas and some food.
Naperville (5,100): Given two hot meals, and if necessary given to understand they are to continue transient.
Bloomington (30,000): Salvation Army and a local mission. Relief confined to one night's lodging and breakfast next day.
Centralia (12,500): Soup kitchen and lodging place.
Havana (3,400): Basement in city hall can care for 25. Some nights have 20.
Metropolis (5,500): Can not meet the problem.
Carlinville (4,000): Small fund administered by chamber of commerce and veterans bureau.
Champaign (20,000): Soup kitchens.
East Alton (4,500): Not helping.
River Forest (8,800): Not attempting to assist.
Mt. Vernon (12,000): Just furnish place to sleep.
Carterville (2,800): Help a little.
Shelbyville (2,800): Housing.
Edwardsville (6,000): Temporary shelter and food.
Mound City (2,500): Shelter and one meal. Not able to care for them.
Joliet (43,000): Through transportation agreement. Lodging, breakfast, and send them on.
Benton (8,200): Not being cared for.
DeKalb (8,500): Can not cope with problem, so many unemployed in our own community.
Crystal Lake (3,700): Temporary relief and lodging.
Monmouth (8,600): One meal and gas.
Geneseo (3,400): Very little to do. Give breakfast only.
Kankakee (20,000): Meal and bed and transportation through Travelers' Aid.
Dwight (2,500): Work on wood pile.
Dixon (9,900): Lodging in police station. Community kitchen gives them food night and morning.
Waukegan (33,000): Unable to meet problem.
Normal (6,700): Night's lodging and temporary relief only.
Streator (14,700): Feed and send on their way.
Beardstown (6,300): Are not aiding.
Rochelle (3,700): Food and, if they have a car, gasoline to get them to move on.
Lawrenceville (6,000): Gas tax and donation.
Batavia (5,000): Lodging and breakfast.
Ottawa (15,000): Feed, lodge, and pass on.
Princeton (4,700): Problem larger than ever. Housed in jail.
Westmont (2,700): Temporary aid and returned to legal address for relief.
Benld (2,980): Nothing to meet problem with.
Mattoon (14,600): Housed in jail. Coffee and rolls in morning.

Wheaton (8,000): Night's lodging and breakfast and sent on their way. City funds pay the bill.
Highwood (3,500): Even the press has called Highwood a mecca for the itinerant public; food situation is another thing, for the transient, that is.
Blue Island (16,500): Transients assisted to meals and sometimes to extent of getting to next town. Money raised by popular subscription.
In Illinois there is a high increase in unemployment over 1931 ranging from 50 per cent to 200 per cent, with the same story of no funds to appropriate in many cases. A great falling off in private agencies' work and a low weekly rate allowed to families in need.

INDIANA

Mitchell (3,200): Try to help along and advise to return to own communities to obtain relief.
Boonville (4,200): Bed and meals.
Elwood (10,000): One day's meals.
Connersville (12,000): No organized effort. Sleeping quarters at city building.
Aurora (4,300): Sleeping quarters in jail. American Legion and citizens furnish some food.
Lebanon (6,400): Merchants taking care of.
Garrett (4,400): Board and room two days at city station.
Vincennes (17,000): Have done everything possible to discourage.
Tipton (4,800): By private donations.
New Albany (25,800): Usual police methods. Sheltered and moved on.
Union City (3,000): Some shelter in city building. No provision for eats.
Noblesville (4,800): County sheriff furnishes bed and one meal.
Shelbyville (10,600): Salvation Army furnishes lodging and some meals.
Greencastle (4,600): Sleeping quarters one night each and breakfast.
Huntington (13,400): Fed well and helped on way.
West Terre Haute (3,500): Nothing regular. Sleep at fire station and when possible citizens help a little.
Washington (9,000): Only lodging, no food.
Valpariaso (8,000): Through police fund.
Lawrenceburg (4,000): Through private relief agencies.
Oakland City (2,800): Sleep in town hall and beg. Family sometimes assisted to next place.
Kendallville (5,400): Mostly fed by private parties.
Mount Vernon (5,000): Donations by citizens as each case comes up.
Salem (3,100): Few helped by Red Cross, rest by private donations.
La Porte (15,700): No provisions made for them here.

IOWA

Fairfield (6,600): Furnish produce, and they cook it themselves at city jail.
Des Moines (142,000): Through Travelers' Aid, Salvation Army, and American Legion.
Oskaloosa (10,000): Sleep at police station. Work on wood pile for meals furnished by Salvation Army under direction of transient committee.
Cherokee (6,400): Do nothing—only in case of emergency.
Carroll (4,600): Fed at the city hall.
Dubuque (41,000): Handled through private agencies.
Mason City (23,000): Fed and lodged overnight only.
Bettendorf (2,700): One meal and flop and on your way.
Fort Dodge (21,800): Through Salvation Army supported by community-chest funds.
Council Bluffs (42,000): Salvation Army and citizens' committee.
Nevada (3,100): Feed in return for work on wood lot.
Independence (3,600): Free lodging only.
Cresco (3,000): One meal and one night's lodging.
Burlington (26,700): Meals through Social Service League.
Waterloo (46,000): Salvation Army operates food kitchen near wood pile and a small cot house. Took care of 561 in 1932.
Ottumwa (28,000): Referred to soup kitchen for a meal and then on their way elsewhere.
Glenwood (4,200): Lodging and breakfast once only.

KANSAS

Herrington (4,500): One night's shelter and permitted to solicit from citizens (about 750 per month).
Marysville (4,000): Food and transportation.
Winfield (9,300): Through the Salvation Army.
Anthony (2,900): Temporary aid and passing them on.
Caney (2,700): Aid in smallest amounts possible with funds collected by popular subscription.
Horton (4,000): Not meeting the problem—can't.
Eureka (3,600): Welfare association board has budget for this.
Wellington (7,400): No system.
Galena (4,700): Must shift for themselves.
Independence (12,000): Food and lodging on limited scale.
Newton (11,000): Through the Red Cross, Salvation Army, and Associated Charities.
Hays (4,600): Get them out of town as soon as possible and help just as little as possible.
Wichita (111,000): Discouraging transients. Salvation Army gives only temporary aid.
Fredonia (3,400): Feed and provide what is necessary to keep moving.
Lawrence (13,700): Try to get them to their legal residence.
Council Grove (2,800): Help only in extreme emergency.
Parsons (14,900): Through Salvation Army soup kitchen.
Garnett (2,700): Work men on rock pile for meals.
There is a large increase in unemployment over 1931 in Kansas, ranging from 50 per cent to 200 per cent and over, with a very low weekly allowance to families.

KENTUCKY

Shelbyville (4,000): Moving them on.
Mayfield (8,000): Through donations.
Russellville (3,000): Not being met, saving by individual help.
Paris (6,000): Lodging and food.
Ashland (29,000): Through local social agencies.
Harrodsburg (4,000): Lodging—no food unless necessary.
Princeton (4,700): Not meeting the problem.
Covington (65,000): Problem met through Red Cross and St. Elizabeth's Hospital.
Hopkinsville (10,700): Forced to leave if in good health and able to travel. Old persons and children fed until transportation can be arranged out of community.
Cynthiana (4,300): Police and fire departments give ticket for bowl of soup.
Catlettsburg (5,000): Met through the Government, Red Cross, and Elks.

LOUISIANA

Lake Charles (15,700): The city this year can do nothing.
Merryville (2,600): Feed if we can and send on. We can not meet this problem.
Gretna (9,500): Through local agencies and reconstruction.
Bossier City (4,003): Through Red Cross.
DeRidder (3,700): Have not solved the problem, except to have them move on.
Haynesville (2,500): Through private donations.
Winfield (3,700): Can not meet the problem; nothing to give relief with.
Houma (6,500): Can not meet the problem. They are a drain on the individuals in the community who feed, house, and pass them on to the next city.
Eunice (3,500): Give small amount for immediate needs.
Abbeville (4,300): One night bed and board.
Crawley (7,600): With a local soup kitchen.
In this State there seems to be no funds from which transient relief could come. There is an increase in unemployment from 50 to 280 per cent. One city says them have no increase because all of their people were thrown out of employment in 1930, and unless they have some help for themselves 75 per cent of the present home owners will be homeless by 1934. Another says that 75 per cent of their laboring people are in need of relief.

MAINE

Bath (9,000): Through Salvation Army, Poor Department, Red Cross, and Gospel Mission.
Waterville (1,500): Police department gives breakfast. Not serious problem.
Fort Fairfield (2,600): No transients in winter; keep them moving in summer.
Calais (5,400): Try to feed and keep moving.
Bangor (28,000): Do nothing except charity food and shelter.
Eastport (3,400): Attempt to collect from legal residence for any help given.
Lewiston (35,000): Have few. Usually manage to return to their settlement.
Biddeford (17,600): Transient paupers out of State charged to State health and welfare department. Those from other municipalities to those municipalities.
Ellsworth (3,500): By subscription.

MARYLAND

Hagerstown (30,000): Through Salvation Army.
Annapolis (12,500): By mayor's contingent fund.
Laurel (2,500): One meal only.
Westminster (4,400): By Children's Aid Society.
Crisfield (3,800): House and feed while in city.
Cumberland (37,700): Eating and sleeping quarters only for a limited time.
Frederick (14,400): By county institutions and Salvation Army.

MASSACHUSETTS

Northampton (24,000): In Y. M. C. A. or basement of police building.
Ware (7,300): By police department through donations from individuals.
Provincetown (3,800): The best we can.
Clinton (12,800): Care for by police department. Lodged for night; something to eat in morning and sent on their way.
Waltham (39,000): Through construction work.
Newburyport (15,000): Salvation Army and private agencies.
Haverhill (48,000): Sent to State poor farm or "infirmary" at Tuxbury.
Lynn (102,000): $3 to $4 cash.
Dartmouth (8,700): Return at expense of State or town to place of settlement.
Amherst (5,800): Night's lodging; usually breakfast; sometimes supper.
Orange (5,300): Not much bothered. Lock up at police station for night (warm bed). Give good breakfast and send on way.
Taunton (37,000): Nothing being done.
Walpole (7,000): Through welfare board.
North Attleboro (10,000): Food, fuel, clothing, etc. Those able to work for aid paid $2.50 a day.
Hingham (6,600): Giving work.
Marlboro (15,500): Through Red Cross and other private organizations.
Many cities in Massachusetts report that they have no transient problem.

MICHIGAN

Coldwater (6,700): Feed one meal and keep overnight. They get their own supper or breakfast for 6 cents each.
Negaunee (6,500): Handled by police department. Each man gets two nights lodging and four meals and orders to leave town.
Greenville (4,700): Charged back to the community from which they come. So far reimbursed for all except 5 per cent.
Kalamazoo (54,000): Two meals; managed by Federation of Labor.
Ann Arbor (27,000): Not taken care of.
East Detroit (6,000): Very few. Given night's lodging in jail.
Jackson (55,000): Cared for mostly by private contributions.
Detroit (1,560,000): Housed, fed, and cases looked into.
Ishpenning (9,000): Given two meals by Salvation Army and moved on.
Buchanan (4,000): Sleeping quarters only.
Gladstone (5,000): Handled by superintendent of poor and Salvation Army.
Berkley (5,500): Cared for and cost charged back to place of last legal residence.

Grand Lodge (3,500): Lodging overnight and one meal.
Lansing (78,000): Single men housed and fed by Volunteers of America, who are helped by city.
Dowagiac (5,500): Shelter only.
River Rouge (17,000): Minor problem. Either contact relatives or return family to legal residence.
Ionia (6,000): Through the county jail.
Melvindale (4,000): Few here. Attempting to return to proper sources.
Wakefield (3,000): In order to obtain relief here applicant must have resided in city two years and be citizen of the United States.

MINNESOTA

Owatonna (7,600): Meals and necessary funds to keep going to their destination.
St. Louis Park (4,700): Temporary aid and removal to home place.
Northfield (4,000): Lodging in jail. Small hand-outs of food.
Fergus Falls (9,000): Temporary relief and pass them on.
Sauk Rapids (2,600): Not caring for problem.
Duluth (101,000): Caring for 600 men at Bethel for men.
Marshall (3,000): Meal tickets for one meal.
Eveleth (7,000): A meal and ask them to move on.
Lake City (3,000): Lodging 1 night at city jail for single men. Hotel furnished for women and families. One meal (if weather bad more) and gas for those with cars.
Austin (12,000): Meal tickets given by police.
Willmar (6,000): Food twice a day through Salvation Army.
Montevideo (4,300): Police department takes a record. They are given a 20-cent meal through a ticket system. Told to leave town as soon as possible and not repeat.
White Bear Lake (2,600): Local welfare organization gives meal tickets in exchange for work.
Luverne (2,600): Lodging and some food.
Blue Earth (2,800): One meal and keep them moving.
Minneapolis (464,000): Through the Union City Mission.
Stillwater (7,000): Through private relief agencies.
Crosby (3,400): Through private charity.
New Ulm (7,300): Feed individually. No relief by city or welfare committee.
Hastings (5,000): Shift for themselves.
Worthington (3,800): Place to sleep and one 15-cent ticket for meal or groceries given by city.
A very high percentage in increase of unemployment in Minnesota.

MISSISSIPPI

Columbia (4,800): Feeding them.
Louisville (3,000): Given food.
Starkville (3,600): Lodging and having them move on.
Kosciusko (3,200): We are not meeting the problem.
Tupelo (6,000): Food and lodging worked out on municipal projects. Where not able to work, asking them to move on.
Belzoni (2.700): Through the Red Cross.
Biloxi (14,800): Nothing being attempted in this connection.
Vicksburg (22,900): This city gives a monthly allowance to the Salvation Army to meet this problem.
Several of the Mississippi cities report that they can not make an allowance for unemployment relief because of their finances.

MISSOURI

Webb City (6,800): Salvation Army looks after and sleep men in city hall.
Independence (15,000): Feed and advise them to return to home communities.
Brookfield (6,00): Work them in wood yard.
Ferguson (4,000): Lodge in city hall basement. Make no attempt to feed.
Marceline (3,500): Through private agency.
Mexico (8,000): Sleep in city hall and ticket for breakfast.

Joplin (33,000): Two meals and one bed.
Crystal City (3,000): One night's lodging and transportation to next stop.
Aurora (3,800): Temporary relief and get back to their homes.
Trenton (7,000): City furnishing lodging.
Maryvills (5,000): Taking care only of necessities.
Kirksville (8,000): Place to sleep, one hour work on wood pile, and one meal ticket.
Boonville (6,400): Food; lodging at city calaboose.
Warrensburg (5,000): Try to care for immediate needs and furnish transportation out of town.
Poplar Bluff (7,500): Cared for inadequately. Permit them to beg without fear of arrest and sleep in police station.
Lebanon (3,500): Not meeting the problem.
Chaffee (2,900): Allow to sleep in city hall basement and push on to Memphis or St. Louis where there are facilities for caring for them.
Charleston (3,300): They cut wood.
Monett (4,000): Have a club to take care of them.
Carthage (9,000): Give them something to eat and send on.
Washington (5,900): Through private subscription.
Sedalia (20,000): They have sleeping quarters in city jail and two meals per day through the Salvation Army.
Perryville (2,900): Cared for through local Red Cross.
Higginsville (3,300): In the city jail.
Fredericktown (2,900): Through a community fund.
Jefferson City (21,000): One meal at Salvation Army. Sleep in city hall.

MONTANA

Deer Lodge (3,500): A summer problem. City and county jointly operated a soup kitchen last summer and over 200 fed daily.
Roundup (2,500): No organized relief.
Miles City (7,000): City soup kitchen and lodging.
Among the few cities reporting in this State there is a percentage of increase in unemployment up to 700 per cent. Three cities report no city appropriation for the unemployed.

NEBRASKA

Grand Island (18,000): City feeding and housing them.
Lincoln (75,900): Through missions and Salvation Army.
Alliance (6,000): Lodging in jail one night only. Labor not to exceed one day.
Nebraska City (7,000): Soup kitchen at police station.
Beatrice (10,000): Sleeping quarters in city hall and ticket for breakfast.
Hastings (15,000): Salvation Army and Red Cross and city furnish meals at 15 cents.
Superior (3,000): Food and shelter one day.
Lexington (2,900): Meal and bed and send on.
Kearney (8,000): Help them along.
Sidney (3,300): Doing nothing.
Fremont (11,000): Fed through Salvation Army. City pays Salvation Army in return for work on wood pile.

NEVADA

Las Vegas (5,000): Single unemployed work for two meals. Families cared for on emergency basis and plans made to return to legal residence.

NEW HAMPSHIRE

Franklin (6,000): One meal; one night's lodging.
Lebanon (6,000): Through a Salvation Army fund left from two years ago.
Concord (25,000): Given temporary relief.
Exeter (4,000): Lodging overnight and breakfast.
Laconia (12,000): City feeds them.

NEW JERSEY

Camden (118,000): Food orders while unemployed.
Metuchen (5,000): None considered for relief.
North Plainfield (9,000): Emergency food order and night's lodging in police headquarters.
Haledon (4,000): Can not meet the situation.
Butler (3,300): Giving temporary relief.
Cliffside Park (15,000): Removing to legal residence.
Maywood (3,400): No way of helping.
Egg Harbor (3,000): Give relief where necessary and order to former residence.
Rockaway (3,000): Not trying to meet it.
Atlantic City (66,000): Give them emergency orders, and if they do not have legal settlement refuse further aid.
Phillipsburg (19,000): Sleeping quarters and bread. They must beg other food.
Margate City (2,900): Try to feed for two days and request them to leave.
Carlstadt (5,000): Night's lodging and meals.
A great majority of the cities in New Jersey state that it will be impossible for them to care for their unemployed—at least not without aid.

NEW MEXICO

Deming (3,000): Public work in exchange for food and lodging.
Alamogordo (3,000): Not meeting it.
Tucumcari (4,100): Not meeting problem.
Roswell (11,000): Through Salvation Army soup kitchen and beds.
Raton (6,000): Sleeping quarters and food orders.
Santa Fe (11,000): Have no city funds for this, same being handled privately.
Clovis (8,000): Through the Salvation Army.
Of the 7 cities in New Mexico answering this question 4 state that they can not care for all their unemployed this winter, 2 can, and 1 can if present Federal aid continues.

NEW YORK

Cohoes (23,000): Transportation from private funds. Emergency relief until residence established.
Frankfort (4,000): Not meeting the problem.
Gowanda (3,000): Shelter and breakfast in local jail. (Had 800 in 1932.)
Canton (2,800): Meal and lodging and they go on.
Greenport (3,000): If resident of some other State cooperate with private agencies and make sure he gets sufficient temporary relief till he reaches legal settlement.
Baldwinsville (3,800): Sending back to towns from which they came.
East Syracuse (4,600): Town and county welfare relief.
Monticello (3,400): Helped by charity.
Batavia (17,000): Red Cross gives food and Catholic Charities (Inc.) also assist.
Massena (10,000): Lodging at police station.
Fredonia (5,800): Free lodging and meals contributed by private and public relief.
Rochester (328,000): A county problem. Usually send them back to place of settlement.
Granville (3,400): Food and shelter in jail. Veterans cared for by American Legion.
Potsdam (4,000): Housing and night's lodging.
Seneca Falls (6,000): Have no means for handling.
Amsterdam (38,000): Give them night's lodging and couple of meals. If more required refer them to county commissioner of public welfare.
Haverstraw (2,800): Helped when asked.
Oleon (21,000): Lodge at police station. Eat at Salvation Army.
Watervliet (16,000): Billed to home community.
Irvington (3,000): Free lodging and breakfast at police quarters.
Dunkirk (17,000): They are taken care of among the people. Are taken care of.

Hamburg (4,700): One night's lodging, meals, and instructions to move on.
Kingston (28,000): Private agencies and police department.
Lynbrook (13,000): No relief given.
Garden City (7,000): On village improvements.
Mechanicville (7,900): Give lodging.
Wellsville (5,600): Through Salvation Army.
Tonawanda (12,000: Emergency relief until they can be sent back to legal residence.
Ogdensburg (16,900): Taking care of and charging back to place of residence.
Johnstown (10,800): By Salvation Army and police department charged back to welfare department.
Fulton (12,000): Sheltered overnight and fed.
Lackawanna (23,000): Through police and Father Baker's institution.
Dunkirk (17,800): Through private agencies.
The increase in unemployment over 1931 is large in New York. The appropriations for unemployment in many cases are much smaller than the reported increase in unemployment. In some cases this appropriation shows a decrease. The percentage contributed by private agencies is on the whole small.

NORTH CAROLINA

Charlotte (82,000): Work on woodpile. Have adequate shelter, etc.
Burlington (9,700): We ask them to go home.
Lexington (9,600): Room and meals.
Concord (11,800): The Salvation Army provides quarters.
Thomasville (10,000): Lodging and meals and help them reach destination.
Edenton (3,500): Give food and shelter and pass on.
Smithfield (2,500): Sleeping quarters and one meal.
Cherryville (2,700): Send back or on their way.
Salisbury (16,900): Through Salvation Army, Travelers' Aid, and R. F. C.
Morehead City (3,400): No definite program.
Rockingham (2,900): Can not meet the problem.
Raleigh (37,000): Relief committee supplements budget for this.
Rocky Mount (21,000): Through the Salvation Army.
Goldsboro (14,900): Through the Salvation Army.
In North Carolina it is noticeable that the appropriation for unemployment relief does not keep pace with the increase in unemployment. For instance Salisbury reports a 100 per cent in unemployment and no increase in appropriation. Rockingham an increase of 200 per cent in unemployment and no increase in appropriations and the private agencies help has increased only 20 per cent.

NORTH DAKOTA

Williston (5,000): Allowed to eat at community kitchen.
Bismarck (11,000): Community kitchen.
Valley City (5,000): Give them a meal and send them on.
Williston shows a 100 per cent increase in unemployment over 1931 with a 33⅓ per cent increase in appropriation for unemployed and no private agencies helping and an inability to issue more bonds.

OHIO

Findlay (19,800): Through the Salvation Army.
Newark (30,000): Through the Salvation Army and county commissioners.
Chillicothe (18,000): Handled through local funds.
Tiffin (16,000): American Legion handles.
Kenton (7,000): Help two out of five.
Oxford (2,500): Through donations.
Greenville (7,000): Shelter for night and breakfast.
Miamisburg (5,500): Transportation and feeding and lodging where necessary.
Zanesville (36,000): Have given funds to Salvation Army for this purpose.
Rittman (2,700): Not aiming to meet their needs.
Canton (10,000): Lodging houses for 24 to 48 hours.
Upper Sandusky (3,800): Not in position to offer much.
Wellston (5,300): Lodging only.
Lorain (44,500): Salvation Army handles at 20 cents per individual per week.
Shelby (6,000): Lodging in city jail; some clothing and shoes.

Shadyside (4,000): Fed by citizens and permitted sleep in jail.
Warren (41,000): Lodged in city rented building by Salvation Army and fed and such necessities as Salvation Army can supply.
Ashland (11,000): Feed them for 15 cents a meal.
Orrville (4,400): Lodging; that's all.
Waterville (2,800): Doing nothing.
Ashtabula (23,300): Do not care for.
Wapakineta (5,000): Help them to next place.
Mansfield (33,000): Through private agencies.
East Liverpool (23,000): Flop and breakfast only.
Maumee (4,500): Out of our own and the mayor's pocket 15 cents a meal.
Elyria (25,600): Through the Salvation Army.
Hillsboro (4,000): Through Red Cross.
Medina (4,000): Feed them at town hall from donations.
Marion (31,000): Salvation Army feeds at 8 cents a meal.
Bedford (6,000): Housed in jail and small amount of food.
Cincinnati (451,000): Through a central registry and transient service bureau.
Kent (8,000): Just sleeping quarters.
Circleville (7,000): Two meals and one night's lodging.
Conneaut (9,000): Not meeting it.
Dayton (200,900): One to two night's lodging and meals.
North Olmsted (2,000): Food and sleeping quarters.
Bexley (7,000): Sending them into Columbus, Ohio.
Euclid (12,000): Temporary relief in the form of overnight housing.
Fairport (4,900): Through branch of Red Cross.
Wadsworth (5,900): Giving free lunch and lodging.
Cleveland (900,000): Being met by Wayfarers Lodge which is operated by Associated Charities. It is supported in part by the community fund, part by the city of Cleveland and part by county of Cuyahoga, with the assistance of State funds (in 1932).

The proportion of increase for 1932 as compared with the unemployment problem in 1931 is very great in Ohio. In few of the cities does it go below 50 per cent above the 1931 figure, running round a 100 per cent and over in almost all the cities reporting. The appropriation for unemployment has not increased in the same proportion. We find a city with 160 per cent increase in unemployment and only a 100 per cent increase in appropriation; another with 200 per cent increase in unemployment and 100 per cent increase in appropriation; another with 95 per cent increase in unemployment and 45 per cent increase in appropriation. Out of 47 cities only 2 reported a weekly allowance to a family of over $5, most of them running between $2.50 and $4. In a number of cases funds of private agencies have decreased.

OKLAHOMA

Nowata (3,500): Feed them one day.
Marlow (3,000): In extreme cases feed and send out of town. In most cases just send out of town.
Shawnee (232,000): Salvation Army soup kitchen also a church and a Federal post at Fort Sill with cots.
Seminole (11,000): Emergency relief. Advising them to pass on.
Holdenville (7,000): Let them sleep in flop house; give a bowl of soup in the morning and order them out of town.
Purcell (2,800): Give temporary beds, a cheap meal, a small allowance of gasoline.
Okmulgee (17,000): Handled by Salvation Army supported by city.
Wewoka (10,000): Give a meal, lodging, and send on way.
Wilson (2,500): Not meeting the problem.
Guthrie (9,500): Give meal or a little gas.
Cordell (2,900): Unable to do anything.
Hugo (5,000): Meet it out of our own pockets.
Vinita (4,200): Through a community kitchen.
Altus (8,000): Temporary relief only. Pushing them on where possible.
Ada (11,000): Give them one day's work and have them move on.

Out of 13 cities answering a question as to whether the city can care for all who will need relief 11 answer "no," 1 "barely possible," and 1 can "with outside help."

OREGON

Roseburg (4,000): Through Salvation Army (city pays expense).
St. Helens (3,900): Sending them on.
Pendleton (6,600): Giving them a meal or two and one night's lodging.

PENNSYLVANIA

Turtle Creek (10,600): Do nothing.
Doylestown (4,500): Meet from private contributions.
New Castle (48,000): No provision for this.
Oakmont (6,000): Not meeting the problem.
Red Lion (4,700): Meeting it in part.
South Fork (3,200): Can not now take care of them.
Kulpmont (6,000): Must take care of themselves.
Elizabethtown (3,900): Night housing and hand-outs from citizens.
Pen Argyl (4,000): Community welfare funds.
Chambersburg (13,700): Through Salvation Army; Traveler's Relief.
North East (3,600): Feeding from borough funds in the a. m. only.
Erie (115,000): Lodging only.
Elizabeth (2,900): Night's shelter in jail.
New Cumberland (4,200): Trust to luck and depend on housewife.
Homestead (20,000): Through a soup line and housed in municipal building.
Quakerstown (4,800): Night's lodging and some breakfast.
Tamaqua (12,900): At a restaurant where city pays for food, and the Salvation Army.
Scranton (143,000): Refer to place of legal settlement.
Gettysburg (5,500): Night's lodging and breakfast.
Crafton Boro (7,000): Bath; two meals and a place to sleep.
Wyoming (2,700): Can not meet problem at all.
Avalon (5,900): Feed at police station.
Sunbury (15,000): Not encouraged to remain in city. Chronic itinerants, known to police usually committed to county jail for 10 days, affording opportunity to clean up, bathe and get their clothes clean and stomachs full. Others are furnished with lodging as follows: City hall for 1932, 5,200; Y. M. C. A. (restricted to certain classes), 517. Clothing nor food furnished. Local hospital feeds such persons to extent of extra food prepared and not consumed.
Spangler (2,700): Place to sleep and breakfast next morning.
Dubois (11,000): Through Salvation Army.
Pitcairn (6,500): Twenty-five sleep in borough jail each night; nothing else done.
Wesleyville (2,800): Give what we can.
Springdale (4,700): House men in lockup and give local relief where necessary.
Pittsburgh (669,800): During past year the homeless-men problem has become acute, and in December, 1932, approximately 6,000 homeless men were given assistance. We estimate that about 3,000 of these men are residents of Allegheny County and 3,000 transients. Transient unemployed cared for by a number of agencies using funds from various sources. Just recently have arranged with the State emergency relief board to provide food for free meals served by certain of these agencies. (For bulletin concerning service to homeless persons, write Bureau of Social Research, Federation of Social Agencies of Pittsburgh and Allegheny County, 711 Wabash Building, Pittsburgh, Pa., Vol. 1, No. 2, November–December, 1932.)
Pottstown (19,400): Lodging and breakfast.
Hellertown (3,800): Through welfare association.
Windler (9,000): Feed and a place to sleep.
East McKeesport (3,000): Can not care for local relief properly.
Reynoldsville (3,400): Bed to sleep and in many cases buy a meal.
Nazareth (5,500): Through poor board and police activity in making them move along.
Nanty-Glo (5,500): Not meeting it at all.
Harrisburg (80,000): Problem not being met; try to feed and lodge them.
Sharon (25,900): Sleepers in jail get supper and breakfast.
West Chester (12,000): Through Salvation Army.
Belle Vernon (2,400): Not meeting problem in any way; unable to.

Sugar Notch (2,700): Unable to meet problem.
Emporium (2,900): Sleep in jail and a lunch at night.
Taylor (10,000): Can't meet the problem.
Out of 69 cities answering the question as to whether the community can care for all who will need relief 46 answer "no"; 9 will need help; 13 answer "yes"; and 1 says "barely."

SOUTH CAROLINA

Clinton (5,600): House and feed.
Greenwood (11,000): Through public subscription.
Marion (4,900): Partially through local board of charities.
Gaffney (6,800): Through Salvation Army, food and place to sleep.
York (2,800): Lodge for night and help get rides if possible.
Darlington (5,500): Unable to aid.
Union (7,500): Through Salvation Army.
Hartville (5,000): Meal and gas and advice to move on.
Easley (4,800): Not being met.
Charleston (62,000): Carried by Salvation Army and Star Gospel Mission. City discourages transients and strictly enforces vagrancy laws. Where transient families have come in a vain endeavor to secure work, the city has in several cases given them free transportation by truck back to original home.
Out of 11 cities in South Carolina answering the question as to whether the community can care for all who will need relief, 10 answer, "no." Five cities report no appropriation to take care of unemployment. All of the cities answering the question as to whether they can float further bond issues to meet relief say, "No."

SOUTH DAKOTA

Huron (10,900): Salvation Army does the best it can.
Sioux Falls (33,000): Beyond one night's lodging and two meals we send them on.
Brookings (4,300): In extreme emergency give them meal and bed.
Yankton (6,000): Feed and send on.
Pierre (3,600): Not helping them.

TENNESSEE

Columbia (7,800): Free sleeping and sometimes food.
Loudon (2,500): Can't help; they beg.
Lebanon (4,600): Have move on as fast as possible.
Fayetteville (3,800): Helping them out of town.
Franklin (3,800): Feed and give transportation money to pass on.
Jackson (22,000): Meals and lodging overnight and other help in sickness or absolute necessity.
Newport (2,900): Through street collections.
Milan (3,100): Help and get them out of town.
Kingsport (11,000): One night's lodging; not more than two meals (for which they are required to work if able), and advised to move to ultimate destination.
Johnson City (25,000): Whatever help they can get from the Salvation Army.
Shelbyville (5,000): Moving them on.
Harriman (4,500): Have no provision for this problem.
In Tennessee 5 out of 10 cities answering the question report no appropriation for relief of unemployed; 11 answer the question as to possibility of floating further bond issues for relief and 10 of these can not float issues for this purpose. Out of 10 answering the question as to increase in unemployment over 1931, seven give over 50 per cent increase.

TEXAS

Seymour (2,600): Where worthy and able to work giving employment out of Reconstruction aid.
Luling (5,900): Give meal and insist that they go back to their own community.
Jasper (3,300): Through soup kitchen only.

Bowie (3,000): Each case separately treated; sent to destination.
Brady (3,900): One meal and enough gas to get to next town.
Terrell (8,700): No organized effort; they solicit on street and Red Cross helps.
Huntsville (5,000): Giving work where possible.
Big Spring (13,000): Food and clothing in dire cases.
Edinburg (4,800): Warm room to sleep; little food to women and children and ask them to move on.
McAllen (9,000): Impossible to meet problem without State or Federal aid.
Pampa (10,400): Temporary aid and ask them to move on to place of residence.
New Braunfels (6,200): Quarters, food, and transportation furnished by city.
Center (2,500): Temporary relief and forwarding on.
Nacogdoches (5,600): Few days' work, depending on size of family; then ask them to move on.
Floydada (2,600): Assisted on way by purchase of gas or securing transportation in direction headed.
Denton (9,500): Two meals and house and require them to pass on (required to chop wood, etc.)
Cleburne (11,500): Try to send back to homes.
Amarillo (43,100): Met in a measure by community chest organizations.
Canyon (2,800): Food and transportation out of town.
Gatesville (2,600): Try to get them to go to some relation.
Midland (5,400): Make them work on streets for 24 cents an hour. In few cases of helpless destitute, give direct relief without work.
Gainesville (8,900): Flatly refuse to help.
Crockett (4,400): Feed and pass on; sometimes give them groceries.
Taylor (7,000): Through Reconstruction Finance Corporation relief funds.
Of 32 cities answering the question as to increase in appropriations for unemployed this year over 1931; 15 report no increase; 9 report no appropriation at all for 1932; and several report a decrease. Of 37 cities answering the question as to whether further bond issues were possible for relief, 35 answer "no" and two "yes."

UTAH

Ogden (40,000): Bunk house and meal tickets.
Helper (2,700): Warm place to sleep. No food.

VERMONT

Brattleboro (8,000): 10-cent lunches and beds in police station.
St. Johnsbury (7,000): Temporary help at least.
Proctor (2,500): On the wood pile.
Windsor (3,600): Fed and night's lodging by chief of police.

VIRGINIA

Hopewell (11,000): By Salvation Army and city contributing.
Lynchburg (40,600): Police lodging; Salvation Army; appropriation by city.
Fredericksburg (6,800): Emergency relief only. Night's lodging and two meals.
Waynesboro (6,200): A hand-out.
Covington (6,300): Red Cross.
Norfolk (129,000): Endeavor to return to legal residence.
Petersburg (28,500): In 90 per cent of cases send back to home cities.
Big Stone Gap (3,900): Aid with funds to other points.
Suffolk (10,200): One meal and required to leave city.
In Virginia only two cities answering feel that they can meet their unemployment problem without Federal aid.

WASHINGTON

Bremerton (10,000): No provision. It has become quite a problem.
Spokane (115,500): Some provision for young women and roving boys and others in extreme necessity. For a limited time. Women and indigents sometimes returned home.

WEST VIRGINIA

New Martinsville (2,800): Welfare assistance.
Keyser (6,000): Through the city administration.
Hinton (6,600): Sleeping shelter and one meal.
Grafton (7,700): Bed and breakfast.
Elkins (7,000): Unable to do anything except perhaps help to get to their own communities.
Bluefield (19,000): They work for lodging and a meal.
Fairmont (23,000): They are helped by Salvation Army.
Hollidays Cove (4,400): Through Salvation Army.
Benwood (3,900): Sleep in jail and ordered to leave town.
Only one city out of nine answering the question concerning ability to care for all who will need help in community states that it will be able to take care of the situation but it must have some help.

WISCONSIN

Stevens Point (13,600): Under supervision of industrial commission.
Platteville (4,040): They pay for work and meals by work on rock pile.
Hartford (3,700): Housed in jail and asked to keep going; except to be reimbursed by county system for transient expense.
Beaver Dam (9,800): Quarters for sleeping in city jail and breakfast.
Waupaca (3,131): Room and one meal.
Chippewa Falls (9,500): Free meals and move on.
Ladysmith (3,400): Work on wood pile.
Fort Atkinson (5,700): Transients are cared for through operation of a transient station operated by the city in cooperation with local merchants who supply considerable of the food. A total of 3,505 men registered through the station during the year 1932, all of whom received lodging, and to whom 7,749 meals were served. Transients are permitted to remain but 24 hours and to repeat not oftener than once per month.
Menasha (9,000): Night lodging and breakfast and request to move on.
Portage (6,300): Supper, bed, and breakfast at transient depot run by welfare association, Red Cross, etc.
Jefferson (2,600): Lodging and breakfast provided by city.
Stoughton (4,400): Housed in city building, fed by private individuals.
Reedsburg (2,900): Shelter and food through police department.
Oconto (5,000): So far by private means.
Tomahawk (3,000): Sleep and cook in city hall. They beg and work.
Ripon (3,900): Lodging and one meal.
Racine (67,500): Urged not to stop. In severe weather night's food and lodging.
Shawano (4,100): Through chamber of commerce.
Eau Claire (26,000): By Salvation Army and city.
Waukesha (17,000): Night's lodging at hotel. Two meals.
Park Falls (3,036): Take care of them along with the local people.
Rice Lake (5,100): Have specially prepared room in city building where they bathe, cook, wash, sleep, and keep warm.
Prairie du Chien (3,900): Send to next town.
Viroqua (2,700): Through the local community chest.
Menomonie (5,500): Charge expense back to county.
Delavan (3,300): Clothing and some food.
Baraboo (5,500): House nights and breakfast.
Fond du Lac (26,400): Shelter and food.
Appleton (25,000): Send them to Oshkosh or Green Bay to State headquarters or to State barricades.
Two Rivers (10,000): Place to sleep and meal and when necessary transportation home.
Sheboygan (39,000): According to plan of industrial commissioner of Wisconsin.
LaCrosse (39,500): Quarters through industrial commissioner of Wisconsin.
Merrill (8,400): Lodging and one meal a day.
Oshkosh (40,000): Have a relief station.
Janesville (21,600): Salvation Army supported by private funds. Also industrial commissioner is handling this problem.
Madison (57,800): 24 hours board and lodging.

The percentage of relief in Wisconsin cities answering the questionnaire seems negligible. In answering the question as to whether the community can take care of all those who will need relief 39 cities answering this question were divided as follows: 17, no; 9, yes; 10 could with aid from outside; 3 were doubtful.

WYOMING

Cheyenne (17,300): Through the Salvation Army.

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